

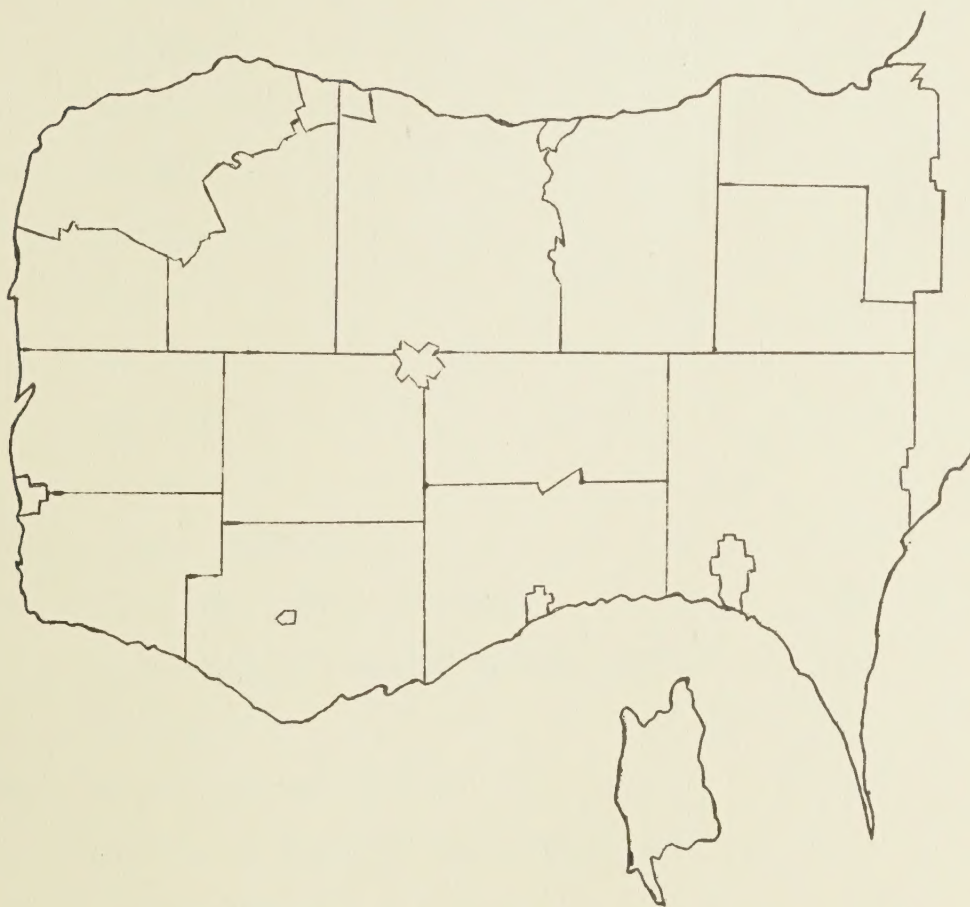
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ESSEX COUNTY LOCAL GOVERNMENT RESTRUCTURING STUDY

RESEARCH REPORT NO.3

LOCAL GOVERNMENT SERVICES



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RESEARCH REPORT #3: LOCAL GOVERNMENT SERVICES

INTRODUCTION

The purpose of this research report is to provide additional information on local services. It should be read in conjunction with Research Report #2, which describes the structure of local government and administration. In some instances we concluded that no supplementary material to that provided in Research Report #2 was required. We have tried to avoid duplicating material presented in that Report in writing this one, although some overlap was unavoidable. In the case of Education, material on enrolment projections was given in Report #1, the structure was discussed in Report #2 and school districts were described in the report on Living Patterns. It is our intention to discuss educational finance in Report #4. Much of the data used in this Report was collected in interviews with local officials, and, once again, I am happy to report that we have enjoyed their fullest cooperation. In those instances where it was available and where it helped to place the data on local services into context, we have included relevant comparative material. We have found enormous differences in the quantity and quality of data available for the various services. In addition, we have been constantly reminded that not all data is equally reliable and that, in view of this, there can be real difficulties in using data for time series.

In presenting this material we have attempted to explain the various tables and to give readers some picture of the manner in which services are actually provided. Our guiding principle has been that the material should be presented in such a way that it is intelligible to the interested citizen even if the person has only a limited knowledge of local

government. We have also been conscious of the need to limit the length of this report. In consequence we have been forced to summarize the very large amount of data collected.

The collection of material for and writing of this Report is the joint effort of Mr. John A. Jackson, senior research assistant, Mrs. Barbara Cunningham and Mr. Dan Revington, research assistants, and the Commissioner. Mr. Jackson has been primarily responsible for directing the research programme in addition to managing the Study office.

A Note on Costs

In examining the financing of local government services it must be pointed out that actual dollar figures have been used. No attempt has been made to translate figures into "constant dollars". In the period 1970-74 there was a substantial decline in the real value of the dollar, so that one dollar would buy significantly less goods and services in 1974 than in 1970. Different measures of the decline in the real value of the dollar exist but the one most commonly used is the Consumer Price Index. The Consumer Price Index stood at 128.2 on January 1, 1970, and at 175.8 on December 31, 1974, an increase of 37.1%. This is a rough measure of the decline in the real value of the dollar for the average consumer during this period. The yearly figures and changes are given below.

CONSUMER PRICE INDEX

		% Change per Year
January 1970	128.2	
December 1970	129.8	1.2
December 1971	136.3	+5.0
December 1972	143.3	+5.1
December 1973	156.4	+9.1
December 1974	175.8	+12.4
Five year change	47.6	+37.1
Base Year: 1961 = 100		

Source: Canadian Statistics Review, Statistics Canada, 1972-75.

SECTION I: SOCIAL AND FAMILY SERVICES

Municipally-provided social and family services are administered by only two local governments in Essex County - the City of Windsor and the County of Essex. Prior to 1966, each municipality in the County was independently responsible for the provision of social services. The clerk-treasurer of Pelee Township is responsible for the administration of the General Welfare Assistance Act on the Island, but at this time there are no people on the welfare roles.

In this section the social services provided by the municipalities will be discussed under three headings: general welfare assistance, children's services and housing. But, prior to detailed discussion of each of these categories, we shall examine the total expenditures on social services in Essex County between 1970 and 1974.

Tables 1 and 2 give a basis for comparison of the expenditures of the City and the County of Essex. As a proportion of the total municipal expenditures after the removal of provincial subsidies, social services are very nearly the same in the City and in the rest of the County. (In this instance, when speaking of expenditures in the rest of the County, we are including the expenditures of the County Government and of all other municipalities excluding Pelee and Windsor.) However, in terms of actual municipal dollars spent per capita, the figures are higher in the City than in the County.

Table 1 also shows the very sizable growth of expenditures in social services during the five-year period under examination. From 1970 to 1974, expenditures grew by 110% in the City and by 95.9% in the County. However, because of the greatly increased provincial subsidies in this area of services, the actual municipal dollars going into social services did not rise at a greater rate than did expenditures in other parts of the municipal budget. This is shown by the fact that municipal expenditures on social services as a proportion of all municipal expenditures after the removal

of provincial subsidies is quite similar in 1970 and 1974. The municipal dollars spent per capita rose more substantially in the City than in the County (54.1% as compared with 38.2%) because expenditures increased at almost the same rate in each area (55.5% and 54.9%) while population grew more rapidly in the County than in the City.

Table 1 shows the differing focuses of the social services programmes of the City and of the County. In 1974, 39.8% of all County expenditures in this category went into "Assistance to Aged Persons". In the City, the comparable figure was only 17.8%. Actually these figures understate the differing pattern of social services expenditures between the City and the County since the auditors do not include the same items under the "Assistance to Aged Persons" heading in the annual financial statements. In the County, only the operating deficit of the Sun Parlor Home is included in "Assistance to the Aged". The City includes under this heading assistance given to all the aged in the City - not just those living in Huron Lodge. These items are included with "General Assistance" in the County's financial statements. Since part of the money under general assistance actually goes to the aged, an even higher proportion of social services expenditures in the County is oriented towards the aged than indicated by the figures. The County's higher emphasis upon social services for the aged than on other parts of the population in comparison with the City cannot be explained in terms of there being a greater proportion of aged people in the population of the County than in the City. In 1971, 10% of the population of the City was over 65. In the rest of the County, excluding Pelee Township, 8.6% of the population was over 65. The 1974 per capita expenditure on "Assistance to Aged Persons" was \$8.04 in the City and \$10.61 in the County.

In comparison with other municipalities in Ontario, both the City and the County stand out in one respect - the proportion of the expenditures on social services which is being paid by the Ontario government. Since the City of Windsor and the County of Essex are spending approximately the same number of municipal dollars per capita as comparable municipalities while the Province is paying approximately 10% more of all social service expenditures here than in the rest of the province, Windsor and the County of Essex are actually spending more on social services per capita while not using more of the municipal dollar.

Table 1: SOCIAL AND FAMILY SERVICES: TOTAL EXPENDITURES, 1970-74

	CITY OF WINDSOR					% Increase				
	1970	1971	1972	1973	1974	71/70	72/71	73/72	73/74	74/70
Expenditures \$ -recoveries	4,268,789	6,105,857	6,906,893	7,825,840	8,965,005	43.0	13.1	13.3	14.6	110.0
Prov. Subsidy \$ % of expend.	2,429,345 56.9	3,859,044 63.2	4,266,198 61.8	5,199,444 66.4	6,105,220 68.1	58.9	10.6	21.9	17.4	151.3
Munic. Portion \$ % of expend.	1,839,444 43.1	2,246,813 36.8	2,640,695 38.2	2,626,396 33.6	2,859,785 31.9	22.1	17.5	- .5	8.9	55.5
Munic. Portion \$ per capita	9.37	11.33	13.25	13.28	14.44	20.9	17.0	0.2	8.7	54.1
Munic. Portion % of all munic. expend. - prov. subsidies *	7.5	7.6	7.0	7.1	7.4					
COUNTY OF ESSEX										
Expenditures \$ -recoveries	1,485,777	1,855,853	2,233,577	2,487,787	2,910,203	24.9	20.4	11.4	16.9	95.9
Prov. Subsidy \$ % of expend.	873,833 58.9	1,152,037 62.1	1,495,410 66.9	1,659,300 66.7	1,962,248 67.4	31.8	29.8	10.9	18.3	124.6
Munic. Portion \$ % of expend.	611,944 41.1	703,816 37.9	738,167 33.1	828,487 33.3	947,955 32.6	15.0	4.9	12.2	14.4	54.9
Munic. Portion \$ per capita	6.28	6.97	7.02	7.75	8.68	11.0	0.7	9.4	12.0	38.2
Munic. Portion % of all munic. expend. in County* - prov. subsidies	8.7	7.7	7.1	7.8	7.9					

* Municipal expenditures do not include school expenditures.

Table 2: SOCIAL AND FAMILY SERVICE EXPENDITURES: PERCENTAGE BY CATEGORY

	1970		1971		1972		1973		1974	
	City of Windsor	County of Essex	City of Windsor	County of Essex	City of Windsor	County of Essex	City of Windsor	County of Essex	City of Windsor	County of Essex
General Assistance	64.9	47.4	74.3	57.2	65.2	49.3	65.2	43.8	65.4	48.8
Assistance to Aged Persons	16.9	40.1	13.6	31.3	19.4	39.1	18.4	43.2	17.8	39.8
Assistance to Children	14.7	10.8	9.9	9.1	7.9	7.1	8.6	8.2	8.2	7.2
Day Nurseries	1.0	1.3	0.2	2.2	1.8	4.2	3.9	4.3	5.4	3.6
Unclassified	2.4	0.4	2.0	0.2	5.7	0.3	3.9	0.5	3.1	0.6

Table 3: SOCIAL AND FAMILY SERVICES: TOTAL EXPENDITURES COMPARED WITH REST OF PROVINCE, 1973

	Total Province	Metro Toronto	Regional Areas	Cities	Town, Villages, Townships & Counties	City of Windsor	County of Essex
Expenditures on Social & Family Services \$ per capita	28.99	39.26	32.43	30.40	16.69	39.57	23.45
Prov. Subsidy % of expend.	55.9	53.9	57.3	57.6	56.0	66.4	66.7
Municipal Portion							
% of expend.	44.1	46.1	42.7	42.4	44.0	33.6	33.3
\$ per capita	12.75	18.10	13.85	12.87	7.35	13.28	7.75
% of all munic. expenditures - prov. subsidies	8.0	8.7	8.7	7.9	6.3	7.1	7.8

PART I: GENERAL ASSISTANCE

The major part of the work of the Social Services Departments of the City and of the County goes into providing general welfare assistance. It is this aspect of their work which consumes the largest portion of the municipal social services' dollar and which directly reaches a larger number of people than any of the other municipal social services programmes.

In the following tables we examine the general welfare assistance provided by the City and the County between 1970 and 1974. We look at it in terms of the percentage of people in receipt of assistance, the makeup of the caseload, and expenditures. All figures used in these tables have been derived from the Monthly Statistical Bulletin published by the provincial Ministry of Community and Social Services.

It can be seen in each of these tables that 1971 and 1972 stand out as the time of greatest increase in expenditures and in numbers of people on the roles. After this time there is a tendency for there to be a levelling off or an actual decrease in the use of welfare assistance by the people of Windsor and the rest of Essex County. This trend is evident from Tables 4 and 5. Both Essex County and Windsor had sizable increases in percent of people on welfare and in actual size of caseload and number of beneficiaries beginning during the winter of 1970-71 and peaking in 1972. Since that time there has been a continuing decrease in the percentage of people on assistance and in the size of caseload.

The positions of Essex County and Windsor in percentage of population on assistance compared to other municipalities is shown in the accompanying chart. The County maintained its same general ranking from 1970 to 1974, while the City experienced a considerable rise in ranking. In January

Chart I: Ranking of Windsor and Essex County by Percentage of Population in Receipt of General Assistance Compared with all Municipalities in Ontario with a Population of 20,000 and Over.

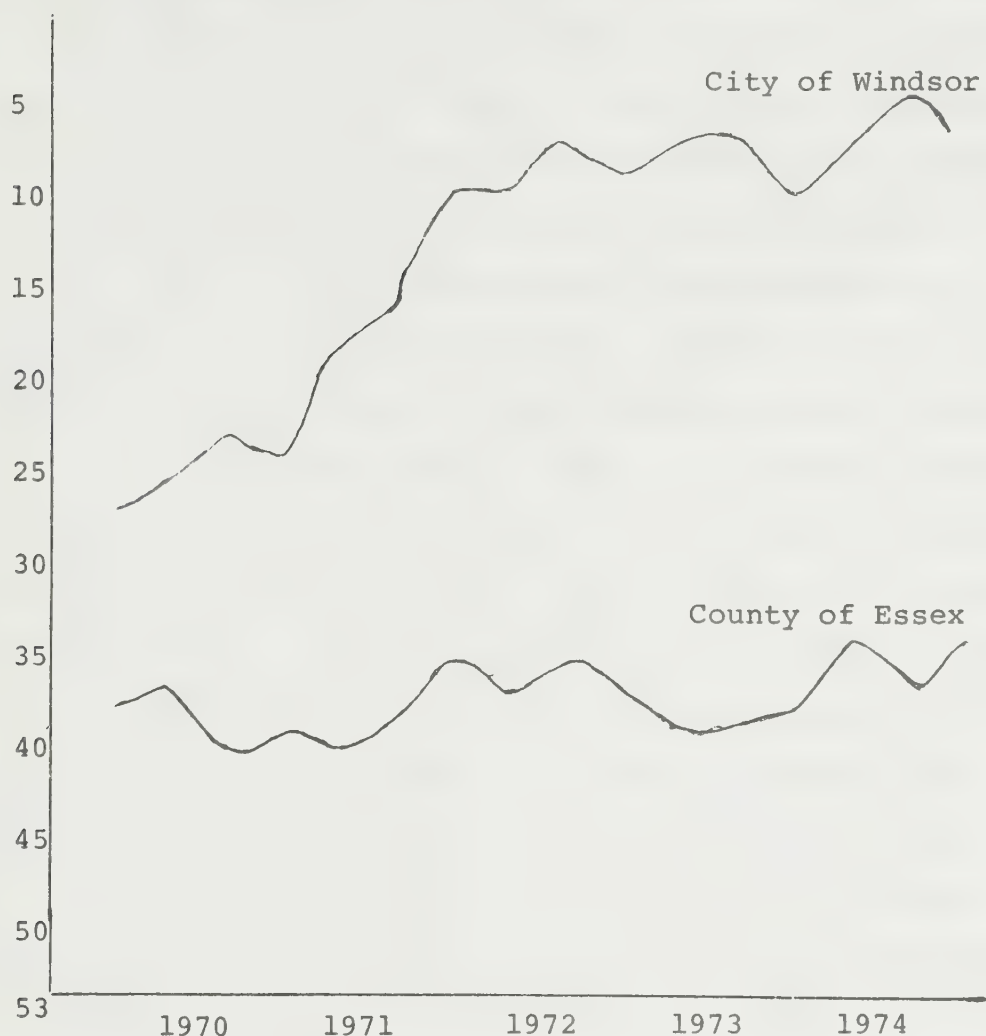


Table 4: PERCENT OF POPULATION IN RECEIPT OF GENERAL ASSISTANCE

			WINDSOR		
Date	% in Receipt	Rank	Date	% in Receipt	Rank
Jan. 70	1.5	27	Sept. 72	3.3	7
May 70	1.6	25	Jan. 73	2.8	9
Sept. 70	1.8	23	May 73	2.5	7
Jan. 71	2.3	24	Sept. 73	2.3	7
May 71	2.4	18	Jan. 74	2.4	10
Sept. 71	2.6	16	May 74	2.4	7
Jan. 72	3.2	10	Sept. 74	2.0	5
May 72	3.0	10	Dec. 74	2.3	7
			ESSEX COUNTY		
Jan. 70	0.9	38	Sept. 72	1.1	35
May 70	1.0	37	Jan 73	1.2	37
Sept. 70	0.9	40	May 73	0.9	39
Jan. 71	1.6	39	Sept. 73	0.8	39
May 71	1.4	40	Jan. 74	1.1	38
Sept. 71	1.2	38	May 74	0.9	34
Jan. 72	1.5	35	Sept. 74	0.9	37
May 72	1.2	37	Dec. 74	1.1	35

* Ranking among all municipalities in Ontario with a population of 20,000 and over.

1970, there were 26 municipal welfare units with a higher percentage of population in receipt of assistance than in Windsor. In December 1974, there were only six municipal welfare units with a higher percentage of population in receipt of assistance. It should be realised that the seemingly low ranking of Essex County is not unusually low in comparison with other counties in Southern Ontario.

An examination of the makeup of the December 1974 caseloads for Windsor and the County of Essex points out certain important differences between those being served by the City and the County. Single people constitute 45.4% of the caseload in the City and only 29.9% in the County. In contrast, family units are 55.5% of all cases in the County and only 39.2% in the City. Also unemployable singles and families are a much higher proportion of the caseload in the County than in the City (67.8% as compared with 41.3%). Nursing Homes and Hostels combined make up a similar proportion of all cases in the City and County, although the City has a greater proportion of hostels. Hostel residents are mainly elderly people living in lodging homes who prior to 1972 were classified as custodial patients in nursing homes. It is considerably cheaper to support them in lodging homes rather than in nursing homes. Two factors contribute to this difference: 1) the lower per diem rates in lodging homes, and 2) the 80% provincial subsidy for residents of hostels which does not apply to people in custodial care in nursing homes.

The differences in the makeup of the caseload have important implications for expenditures per case and per beneficiary. Since it costs less to support each member of a family than it does to support the same number of single people, a high ratio of dependents results in lower per beneficiary costs but higher per case costs. Also a high ratio of unemployables to employables will increase both per case and per beneficiary costs, since employables

are likely to be on the roles for a much shorter time (quite possibly not for the whole month) or may have earned some income which is taken into account by the social services department when determining needs.

In the December 1974 figures, it is the higher ratio of dependents in the County than in the City which explains the lower per beneficiary cost in the County while there is simultaneously a higher per case cost than in the City. The growth patterns in expenditures between December 1970 and December 1974 point out the effects of changes in the nature of caseloads. Two important changes occurred during this period. The City and the County had similar declines in the ratio of dependents to cases. As a result, they each had a greater percentage increase in expenditures per beneficiary than in expenditures per case. The other and more striking change in this time period affected expenditures in the City and in the County in opposite ways. The City had a sizable decline in the proportion of unemployables while the County had a large increase in the proportion of unemployables (mainly single-parent families headed by a woman) to employables. This explains why expenditures per case and per beneficiary rose much more dramatically in the County than in the City. In the County expenditures per case grew 27.8%; expenditures per beneficiary grew 49.0%. In the City expenditures per case grew 2.5%; expenditures per beneficiary grew 21.3%.

Table 6 also shows that Windsor and Essex County's current welfare expenditures per caseload and beneficiary are equal to or higher than those of similar kinds of municipalities. Compared to 53 municipalities having a population of 20,000 or over in the Province, in December 1974 Windsor ranked eighth in expenditure per beneficiaries, while Essex County ranked sixteenth. In expenditures per caseload Essex ranked ninth, and the City sixteenth.

Table 5: MAKEUP OF GENERAL ASSISTANCE CASELOAD

Date	Single Persons			Family Units		Nursing Homes	Foster Children	Hostels	Total Caseload	Dependents	Total Beneficiaries	
	M		F	M	F							
	%		%		%							
CITY OF WINDSOR												
Dec. 1970	21.2	22.4		22.4	23.7	9.3	0.8	ø	1784	2375	4159	
Dec. 1971	26.7	18.1		18.7	13.9	6.1	0.3	16.3	3529	3171	6700	
Dec. 1972	24.6	22.6		17.1	16.3	5.4	0.5	13.6	2825	2377	5202	
Dec. 1973	22.3	21.9		15.0	18.9	4.5	0.9	16.6	2580	1768	4348	
Dec. 1974	24.3	21.1		19.6	19.6	3.4	0.5	11.5	2498	2423	4921	
COUNTY OF ESSEX												
Dec. 1970	16.1	12.3		29.7	26.9	13.7	1.3	ø	454	771	1225	
Dec. 1971	26.0	12.3		27.4	22.9	10.9	0.6	ø	643	923	1566	
Dec. 1972	16.5	18.3		27.4	25.0	11.0	1.5	0.4	529	749	1278	
Dec. 1973	12.5	17.7		19.2	24.7	19.3	1.5	5.2	543	507	1050	
Dec. 1974	11.5	18.4		21.3	34.2	7.1	0.9	6.6	549	721	1270	

Table 6: GENERAL WELFARE ASSISTANCE EXPENDITURES BY CASELOAD AND BENEFICIARY

Municipality	December 1970						Ratio of Dependents to Cases
	Total GWA Expenditures	Total Caseload	Expenditures per Caseload	Total Beneficiaries	Expenditures per Beneficiary		
	\$	#	\$	#	\$		
Essex County	67,264	454	148.16	1,225	54.91	1.7:1	
Windsor	318,313	1,784	178.43	4,159	76.54	1.3:1	
			December 1974				
Essex County	103,939	549	189.32	1,270	81.84	1.3:1	
Windsor	456,820	2,498	182.87	4,921	92.83	0.9:1	
Hamilton-Wentworth Region	1,032,400	6,085	169.66	11,044	93.48	0.8:1	
Waterloo Region	429,181	2,243	191.34	5,190	82.69	1.3:1	
Ottawa-Carleton Region	845,577	5,102	165.73	8,627	98.02	0.7:1	
Niagara Region	562,960	3,057	184.15	6,775	83.09	1.2:1	
Chatham Kent County	35,353 24,711	193 147	183.18 168.10	425 430	83.18 57.47	1.2:1 1.9:1	
London	313,748	2,095	149.76	3,998	78.48	0.9:1	
Sarnia	49,334	301	163.90	661	74.64	1.2:1	
Metro Toronto	2,812,590	21,514	130.73	37,873	74.26	0.7:1	
All Municipalities in Ontario with Population over 20,000	9,834,756	62,914	156.32	124,084	79.26	0.9:1	

The figures for expenditures and beneficiaries given in the last few tables are for general welfare assistance. Actually, there are two provincial programmes which are concerned with giving financial assistance to people whose incomes are not large enough to take care of their living needs. One of these programmes - the Family Benefits Programme - is administered directly by the Province. Its purpose is to provide constant financial assistance to those who are not likely to be able to again support themselves, for a lengthy time, if ever. The other income security programme - the General Welfare Assistance Programme (G.W.A.) - is intended for those who are in temporary need only. This programme, though operating under sharply defined regulations laid down by the Province, is administered by the municipalities through the Social Services Departments of the County of Essex and the City of Windsor.

This administrative distinction exists because it is felt that long-term, more permanent need (those people falling under Family Benefits provisions) can be administered from a greater spatial distance than can the short-term need for immediate money and the larger turnover rate of recipients of those covered by G.W.A. There are, however, certain areas of overlap and interaction between the two programmes and, therefore, there are people who must deal with both administrative set-ups - consecutively and simultaneously. There are those people who qualify as permanently unemployable but because of the longer administrative procedure whereby all applications must be sent to Toronto for processing must go on municipal G.W.A. roles while they are waiting. There are also those who don't immediately fit the categories of unemployables outlined by the Family Benefits Act but who have been on the municipal unemployable roles for two years. These people usually can then be switched to Family Benefits. There is one other area of overlap where people have to simultaneously deal with two administrative set-ups. Because of the

limitations on monies paid out by the Family Benefits programme, these people may have needs which cannot be filled. Therefore, they have to turn to the municipal social services department for supplementary or special assistance, e.g. to receive drugs, to receive extra money for rent payments, or any special expense which may arise. This situation arises because the G.W.A. is more flexible in the types of aid and more responsive to differences in local economic situations e.g. higher rent rates in one area of the Province than in others.

The types of G.W.A. that must and can be given are clearly defined in the provincial General Welfare Act and its Regulations. They state methods of determining need, the types of expenses and amounts which should be paid and also lay out the provincial subsidy rates. There are three types of welfare assistance being provided through the municipal social services departments:

- 1) General Assistance: this provides for a basic living allowance for the individual. This is assistance which every citizen in Ontario has a legal right to receive regardless of where they reside. The Province pays 80% of the expenditures under this type of assistance.
- 2) Special Assistance: unlike "General Assistance" which must be provided, other forms of assistance are ones which the municipal councils individually decide as to whether they will make them available. Both the City of Windsor and the County of Essex make available all the forms of "special assistance" outlined in the provincial regulations: drugs prescribed by a physician, surgical supplies and dressings, travel and transportation allowance, moving allowance, funerals and burials, dental services, optical services, prosthetic appliances, vocational training and comfort allowances in nursing homes. Provincial subsidy rates are 50%.

3) Supplementary Aid: people who receive other government allowances sometimes have special needs not covered by their regular allowance. The municipalities may give money to these people up to a maximum of \$20. The Province pays 80% of these expenditures.

These three kinds of assistance are provided on a comparable basis by both the City and County Social Services Departments. There are, however, two areas in which the types of service provided by the City and County differ from each other: 1) counselling and 2) rehabilitation services.

The City has a special counselling branch made up of three qualified social workers and a supervisor. The County has no qualified social workers on its staff and has no employees who devote their time solely to this kind of counselling.

The City and the County each have a rehabilitation officer. However, the apparatus they have to work with is very different. The County rehabilitation officer combines the roles of family and personal counsellor and employment counsellor. He has no structured or on-going programmes to assist him in these tasks. By contrast, because of the presence of social workers in the Social Services Department, the City's rehabilitation officer can devote all his time to channelling people into the City's Course for Orientation and Preparation for Employment (C.O.P.E.). The C.O.P.E. programme, a "work activity project", is funded 80% by the Province. It includes the following items: employment placement, sheltered work environment, employment transportation, employer counselling, employment support services and employment viability equipment grants. Its overall aim is to help those people who have been on the roles for a prolonged period of time to develop the necessary skills to be able to get a job - either through formal educational and technical upgrading or through simply learning the type of personal and social skills needed to obtain and maintain a job.

The Social Services Departments (excluding those people who work in the day care centres) consist of 75 employees in the City and 15 employees in the County. The December 1974 numbers of cases per employee were quite close in the two instances (29.5 in the City and 34.2 in the County). There were 110.5 cases per fieldworker in the City and 102.6 cases per fieldworker in the County.

Formal qualifications for the position of fieldworker differ between the City and County. In the City, a grade 13 education is required, however, it is estimated that each fieldworker has completed an average of eight university courses. In the County, all fieldworkers must have a B.A. or equivalent training. In both the City and the County, there is a strong tendency among fieldworkers to take night courses at the University and at St. Clair College. Upon completion of many of these courses, the municipality reimburses the employees for the tuition costs. In turn, the Province pays 80% of education costs for members of social services departments.

The other position with special formal education requirements in the Social Services Department of the County is the rehabilitation officer (B.A.). In the City, special formal education is needed for the two positions of counselling supervisor (M.S.W.'s) and the three positions of social worker (B.S.W.'s).

The operating styles of the two Social Services Departments in Essex County differ considerably. In the City, there is a heavy concentration of the work in one central building. The overwhelming majority of applicants have their first contact with the department through that office with an always busy waiting room. By contrast, the Social Services office in the County Building usually has only five or six employees present and rarely more than one applicant present, if that. It seems likely that only about one-quarter of the County caseload ever sees the main office. The County

operation is much more decentralized; there are sub-offices in Amherstburg and in Leamington where appointments are made to fill out application forms and where some interviews are held. Almost half of the applicants never have to leave their homes.

APPLICATIONS TAKEN FROM JANUARY TO APRIL, 1975

Applications taken at	#	% of all applications taken
Applicant's home	500	44.0
Amherstburg sub-office	71	6.2
Leamington sub-office	293	25.8
County Building	273	24.0

This difference in the role of the main office and in the style of operation is directly related to the smaller number of cases in the County than in the City and to the more widely geographically-dispersed population of the County than of the City.

PART II: CHILDREN'S SERVICES

DAY NURSERIES

There are seven municipal day-care centres in Essex County operated either by the Social Services Department of Windsor or of the County of Essex. All nurseries, both municipal and private, function under the Day Nursery Act of Ontario which, among other items, provides standards for physical facilities, staff and programs. These standards are enforced through frequent inspections by District Supervisors of the Ministry of Community and Social Services. Even such details as menus are approved by a ministry dietician.

The existing five centres operated by the City are part of a design to service all of Windsor with an eventual total of ten or more municipal centres. Their location and number takes into consideration the private day-care centres in the City. The two County day-care centres are located in Amherstburg and Leamington. In addition to these seven, two more are in the concrete planning stages - one in Windsor and one in Tecumseh. Both Windsor and the County may purchase services at private day-care centres for their clients when the municipal centres are not conveniently located.

Capital expenses are completely financed by the provincial government if the centre qualifies for Project Day Care; otherwise, funding is limited to 50%. To qualify for complete funding, the Province must be satisfied that a need exists for the centre, after which the design, quality and cost of the project must receive provincial approval. Capital funding does not include land purchases or building leases - only construction or renovation costs.

The Province pays 80% of the operating expenses; the remaining 20% is provided by the City or the County.

Although a person may use any one of the City or County day-care centres, preference is given by each municipality to its own residents. Within this group, priority is given to

those with the greatest need, which includes financial, medical, emotional and social considerations.

Staff for the centres consists of a supervisor, teaching staff, cook (or catering service) and caretaker. Teachers generally have a certificate in Early Childhood Education or may have a teacher's college diploma. In the County, most of the teaching staff is made up of teachers-in-training. The teacher/child ratio is one teacher to every six to ten children.

The program and facilities are designed for the pre-school age group. No municipal day-care facilities or programs exist for infants up to two years, for handicapped children who cannot cope in the normal day-care setting, or for the most part, for school age children.

The centres are open five days per week, twelve months per year, from early morning to very late afternoon; the hours in the County are somewhat longer than in the City. Children are accepted for half-day and less than full-week schedules. Fees in all centres are based on a sliding scale related to income and expenses.

Presently, there are approximately 285 children attending public day-care centres in the City and about 130 attending the two County centres. The Windsor waiting list is near 50 children while the County waiting list is about 10. However, these figures do not include those who also need day-care but, when learning no room is available, do not apply for the waiting list.

CHILDREN'S AID SOCIETIES

There are two children's aid societies operating in Essex County - the Children's Aid Society of the County of Essex and the Roman Catholic Children's Aid Society for the County of Essex. Essex County is one of the only three places in the Province with more than one society having jurisdiction in the same geographical area. Both societies cover Pelee Island in addition to the County, although the island makes very little, if any, use of their services.

The functions of the societies include the preventive protection of children in their homes, the care and custody of children removed from their homes, work with unmarried parents, adoption and foster care placement, family services in homes where help is needed but no evidence of neglect or abuse exists and the promotion of wholesome community life for children.

The boards of the two societies are each composed of 21 members - 3 representatives of the City Council, 1 representative of the County Council and 17 society members elected annually by the memberships.

Although completely funded through government sources, the societies are privately incorporated agencies and have no official relationship to the City and County Social Services Departments. However, there is informal contact with these departments just as there is with other social service agencies in the community.

Eighty percent of the funding of these two societies comes from the provincial government; the remaining 20% is split between the City and the County in the same proportion as the number of children in care during the previous year from each municipal jurisdiction. In 1974, the expenditures of the Roman Catholic Society were \$1,253,732. The expenditures of the Essex County Society were \$1,647,516.

The Essex County Society handled 22.8% more cases during 1974 than did the Roman Catholic Society. The make up of their cases is as follows:

Assisted during 1974	Children's Aid Society of the County of Essex .	Roman Catholic Children's Aid Society of the County of Essex
Children Served in own home	1,667	1,455
Children Served outside their own home	636	388
Unmarried mothers assisted	<u>101</u>	<u>114</u>
	2,404	1,957

The Roman Catholic Society has some 65 employees, of which about 30 are social workers and their supervisors; the Essex County Society employs approximately 80 people, including 40 social workers and their consultants.

The present minimum requirement for social workers at the societies is a B.A., with preference for a B.S.W. or M.S.W., although a community college graduate with a social service certificate may also be considered. Complementing the contribution of the social work staff are the child-care workers, who deal with children on a daily full-time basis, usually in a residential setting. Many of these workers have been specially trained in child-care and child-management techniques at community colleges; others have acquired experience over years of looking after children.

In addition to paid staff, the societies have well-developed volunteer programs, which provide important services that the societies could not possibly pay for on their present budgets. Depending on the skills of the individual volunteer, these services include driving children or parents to destinations varying from dentist or therapy appointments to summer camp, teaching homemaker skills, nutrition and pre-natal courses, babysitting, house hunting, leading group discussions, assisting at a play school, tutoring and giving talks in the community. This list merely illustrates the variety of services provided, and is not to be considered exhaustive.

The Roman Catholic Society has some 60 volunteers giving about 10,000 hours per year (about 14 hours per month per volunteer). The Essex County Children's Aid Society has about 45 volunteers. A large proportion of the volunteers are women (particularly housewives), and retirees; university students are also well represented. Volunteers receive some initial orientation plus on-the-job training.

PART III: THE ROLE OF THE MUNICIPALITY IN HOUSING

GEARED-TO-INCOME HOUSING

The roles and interrelationships amongst private developers and the federal, provincial and municipal governments in housing are ambiguous and often confusing. An examination of government programmes and structures for dealing with housing needs does not present a picture of a coherent method to be followed nor of a clear set of goals.

The supply and quality of housing is affected by most of the things which urban municipalities do; for a primary function of the municipalities is to provide the services necessary for the sustenance of the residences of their inhabitants - streets, sewage lines, water lines and other utilities. But it is important to note that municipalities in Ontario rarely explicitly develop a plan for or directly participate in the provision of housing. The official plans and zoning by-laws make statements on land-use and statements on specifications which developers of housing must meet. But the municipalities leave it up to the private developer to plan, locate and construct housing.

The direct participation of municipalities in providing housing is limited to those parts of the housing market which private developers do not find it profitable to themselves take care of - geared-to-income housing for senior citizens and for families. But even in this type of housing, municipalities do not play the dominant role. Because of the large amounts of capital required and because of the limited taxation base of the municipality, municipal councillors in Ontario have always considered that they do not have the main responsibility for providing housing.

The Central Mortgage and Housing Corporation (C.M.H.C.), the Ontario Housing Corporation (O.H.C.), the Windsor Housing Authority (W.H.A.) and the Windsor City Council all interact

in the joint provision of geared-to-income housing in the City of Windsor. The C.M.H.C. is a federal agency which acts as a funding channel - a source of mortgage monies and a funder of certain housing programmes. It is the O.H.C. which is now part of the Ontario Ministry of Housing which plays the primary policy and administration role. The W.H.A. is an agency of the O.H.C. It is a crown corporation with a seven member board of directors appointed by the Ontario cabinet upon the recommendation of the Federal, Provincial and City governments. The procedure is for each level of government to independently recommend representatives for the board. The federal and provincial governments have three representatives each; the municipality one. The provincial government chooses the chairman.

All initiatives lie with the municipal council. But, in so far as the creation of proposals and the administering of housing is concerned, the role of the municipality is one of sometimes approver. The interrelationship between O.H.C., W.H.A. and City becomes confusing at times. The situation is created by the dominating role of the O.H.C., but the initiating role of the City, and the peculiar role of the W.H.A. which at times appears to be simply an arm of the O.H.C. but which is formally an independent body.

A description of the procedures for obtaining and operating public housing shows the interaction between these three bodies. The City passes a resolution asking the O.H.C. to conduct a needs study. If such a resolution is not passed the O.H.C. will not begin the action. The O.H.C. then conducts the study which is basically a survey where the need is determined by interviewing people and asking if they would like to live in public housing. Once the study is completed, it is sent by the O.H.C. to the City Council with recommendations. It is now up to the City Council to examine the study results and decide if and how many and what types of units it wishes to have. It has been the procedure in the City of Windsor for a member of the local W.H.A. to appear at this meeting

of City Council and answer questions on the survey. In effect, the W.H.A. appears as a spokesman for the O.H.C.

Having reached a decision on the number and type of units that it wishes constructed in the community, the City Council requests the O.H.C. to construct these units. O.H.C. is totally responsible for the development and construction stage. The O.H.C. will now take one of two approaches. It may immediately call for proposals from private developers. These proposals are for a total package - land, building design, and construction. The various proposals are then taken to the W.H.A. and to the City Council for their decision as to which proposal will be accepted. The City does not in reality have much latitude in choosing between proposals unless the cost per unit is similar. If it is not, O.H.C. will insist upon choosing the cheapest one which meets the minimum standards laid out. If the City Council insists on choosing differently the whole project is off. The alternative approach which O.H.C. may take in designing a project is one that is coming more into favour recently. Having received a request from City Council for a certain number of units, O.H.C. will purchase a piece of land, ask for City Council approval of the site and then use its own architect to design the building. The architect's design will be taken to the W.H.A. for comment on design specifications and then taken to City Council for final approval. The approval of City Council having been obtained, the O.H.C. asks for tenders to construct the building. Capital funding is done by O.H.C. with the province providing 10% of the financing and the C.M.H.C. 90%.

It is when construction is completed that the role of the W.H.A. becomes important. The O.H.C. signs over to the W.H.A. the responsibility for managing the projects. The W.H.A. then becomes responsible for appointing a manager (members of O.H.C. participate in the interviewing of candidates and play a leading role in recommendations), keeping a waiting list (the criteria for the positioning of people on the waiting list are laid out by O.H.C.) and placing people in units, drawing up a

budget for each project (the budget must go to the O.H.C. for approval, but not to City Council), maintaining projects, responding to the concerns of residents and making policies on matters such as pets. The W.H.A. is fiscally responsible to the O.H.C. which keeps the overall records. Seven and one half percent of the operating deficit experienced by the W.H.A. is billed to the municipality by O.H.C. C.M.H.C. pays 50% of the operating subsidy and the O.H.C. pays 42½%.

Table 7: MUNICIPAL PORTION OF O.H.C. OPERATING DEFICITS

	1975	1974	1973	1972
City of Windsor				
Municipal subsidy \$	208,543	150,244	100,284	69,817
# of units	2,187	2,187	1,649	1,493
\$/unit	95	69	61	47
County of Essex				
Municipal subsidy \$	11,108	8,831	8,760	-
# of units	116	116	116	
\$/unit	96	76	75	
Leamington				
Municipal subsidy \$	2,606	1,768	1,489	1,555
# of units	28	28	28	28
\$/unit	93	63	53	55

Until July 1st, 1975 the City of Windsor was the only municipality in Essex County that had a housing authority. In the rest of the County, the O.H.C. was directly responsible for managing housing units. But the County of Essex is now in the process of trying to set up a system similar to that in the City. By special agreement in 1972 between the towns of Amherstburg, Essex, Kingsville, Leamington, Belle River, Tecumseh, Harrow and the County of Essex, Essex County Council assumed responsibility for paying 7½% of the operating deficit on most of the O.H.C. units in the County. Sandwich West later signed a similar agreement. The County then set up a Housing

Advisory Board. A local O.H.C. office was opened on July 1, 1974, and a manager was hired. As of July 1, 1975, this became an official housing authority. However, the Essex County Council still is not the municipality with which O.H.C. deals. O.H.C. signs agreements with each local council for the construction of sites and the local council then signs an agreement with the County Council for the County to pay 7½% of operating losses. Likewise O.H.C. bills the local council which in turn bills the County Council.

The efforts of the County of Essex in setting up a housing authority fit in with O.H.C. intentions. The main O.H.C. rationale behind having a housing authority is to place the management of housing units in the hands of a body which is closely connected to the O.H.C. while at the same time residing in the local community and, therefore, supposedly being more responsive to local concerns but still divorced from local politics and politicians, that is, not in the hands of the municipal council. Supposedly, the members of a local housing authority can deal more objectively with determining who will be at the top of the waiting list and more responsively with daily management problems. In effect, the housing authority frees politicians - municipal, provincial, and federal - from many of the complaints which they would otherwise receive from residents of projects and from those people on the waiting list.

The County's reason for wishing to become directly involved in public housing was so that citizens outside the boundaries of municipalities with public housing, especially townships which could not on their own establish an adequate need for public housing, can go to neighbouring municipalities within the county for housing. Because of the situation where the municipality pays 7½% of the operating loss on geared-to-income housing situated in the municipality, there are one-year municipal residency requirements before a person can get on the waiting list. But the County of Essex, by agreeing to pay the 7½% operating deficit, has been able to

breakdown the residency requirements within much of the County. The County of Essex has even lessened residency requirements between Kent and Essex counties by developing an informal policy of allowing people from Wheatley to move to housing units in Leamington. There still remains, of course, the separation between City of Windsor units and County of Essex units.

There are presently 3023 rent-geared-to-income housing units in Essex County. Of these units, 1253 are for senior citizens and 1770 for families (including 80 non-project rent supplement units). There are definite differences in the quantity and type of geared-to-income housing provided by the City and the rest of the County. In the County a greater proportion of the geared-to-income housing is for senior citizens (84.9% in the County as compared with only 37.2% in the City). This fits the pattern common throughout the Province. This does not, however, indicate that there is a higher level of service to senior citizens in the County than in the City. In the City there is one senior citizen unit for every 19.9 people over 65 years of age; in the rest of the County there is one unit for every 38.8 people over 65 (based on 1971 census figures).

Outside of the City of Windsor, there are 41 family geared-to-income units located in two municipalities. No additional family units are now planned; a needs study is about to be conducted. The lack of family units may reflect a lack of demand; for poorer families are likely to move to larger urban centres such as Windsor because the job prospects seem better in a large urban centre and also because rental housing is more available in the City. The Canadian census of 1971 showed that 67.6% of homes in Windsor are owner-occupied while approximately 80% of homes in the rest of the County are owner-occupied.

Table 8: RENT-GEARED-TO-INCOME HOUSING UNITS IN ESSEX COUNTY,

May 31, 1975

	Senior Citizen		Family		Rent Supplement Program	
	Completed	Planned	Completed	Planned	Completed	Planned
Amherstburg	26	40	25			
Belle River		20				
Essex	137					
Harrow		24			only in the	
Kingsville	22	30			City of	
Leamington	46	40	16		Windsor	
Tecumseh		38				
Sandwich West		15				
Tilbury West		15 (proposed)				
TOTAL	231	222	41			
Windsor	1022	680	1649		80	20
Total Essex County	1253	902	1690		80	20

Table 9: RENT-GEARED-TO-INCOME HOUSING UNITS FOR
SOME MUNICIPALITIES IN ONTARIO AS OF
DECEMBER 31, 1973

	Family Units	% of all units	Units/1000 assessed population 1973	Senior Citizen Units	% of all units	Units./1000 assessed population 1973	Total geared-to- income housing units
Windsor	1682	62.2	8.4	1022	37.8	5.1	2704
Rest of Essex County	41	24.3	0.4	128	75.7	1.2	169
Sarnia	234	53.8	4.3	201	46.2	3.7	435
Rest of Lambton County	0	0	0	24	100.0	0.5	24
London	854	35.3	3.7	1567	64.7	6.7	2421
Rest of Middle- sex County	6	19.4	0.1	25	80.6	0.4	31
Cambridge-Kitchener- Waterloo	1157	57.2	5.0	866	42.8	3.8	2023
Rest of Waterloo Region	0	0	0	46	100.0	1.3	46
Hamilton	2086	57.3	6.9	1555	42.7	5.1	3641
Rest of Went- worth County	0	0	0	0	0	0	0
Chatham	0	0	0	141	100.0	4.1	141
Rest of Kent County	17	21.5	0.3	62	78.5	1.0	79
Ottawa	2943	55.6	10.1	2354	44.4	8.1	5297
Rest of Ottawa- Carleton Region	0	0	0	0	0	0	0
PROVINCE OF ONTARIO	43064	73.5	5.6	15533	26.5	2.0	58597

In comparison with other municipalities in the Province, Windsor has a relatively high number of geared-to-income housing units. It places well above the provincial average in both family and senior citizen units. The rest of Essex County is very similar to other counties (excluding cities) in its provision of public housing.

New programmes have recently been introduced which give the municipalities the opportunity to become directly involved in aspects of housing other than public or rent-geared-to-income housing. The first of these programmes focus upon the rehabilitation of existing housing: the Neighbourhood Improvement Programme, the Residential Rehabilitation Assistance Programme, and the Ontario Home Renewal Programme. Thus far only Windsor and Sandwich West have received go-aheads on the NIP and RRAP programmes. Windsor, Amherstburg, Belle River, Leamington, Tecumseh and Sandwich West have been using money allocated under the OHRP programme. The Province has also recently initiated the Municipal Land Assembly programme. The City of Windsor has received money from this programme to carry out a housing study.

There seems to be the possibility for some shifting in the relative roles of the provincial and municipal governments in the housing field. Previously the only municipal involvement was in geared-to-income housing. Even in these programmes the municipality only initiated and paid part of the subsidy, but did not really have anything to do with deciding on the details of projects or with administration. Other housing programmes of O.H.C. were carried out by O.H.C. without it dealing with the municipality to any greater extent than any private developer would (obtaining zoning and subdivision approvals). But, the programmes which have just been listed (NIP, RRAP, OHRP, and Land Assembly) are different in nature. Through these programmes, the Province provides guidelines and makes money available but these programmes depend upon municipal initiative and municipal planning and administrative

skills for their being started and carried out. This indicates the possibility of a greater role for municipal government in housing in the future than in the past. The City of Windsor has recently appointed a Housing Co-ordinator to keep on top of and take advantage of such programmes. The City is also in the process of having a housing policy statement prepared, which will be finished by the end of 1975.

CITY OF WINDSOR HOUSING COMPANY LIMITED

The purpose of the Windsor Housing Company (W.H.C.) is to provide senior citizen housing on a cost-recovery basis. It provides housing for those who are no longer capable of taking care of their own home but are capable of taking care of their own daily needs such as cooking and cleaning. It tries to provide housing as cheaply as possible but there is a fixed rent which residents must pay. This is not geared-to-income housing.

The W.H.C. owns and manages 402 units: 108 double units, i.e. with one-bedroom intended for couples, 128 single units without a separate bedroom and 166 one-bedroom apartments located in two high-rise apartment buildings (Cherniak Manor and Riggs Manor). The monthly rental ranges from \$41.50 (plus hydro) to \$125 (all utilities included). A stove and refrigerator is installed in each unit.

Applicants for housing are examined for need, i.e. health conditions, condition of their present housing, and financial considerations. In addition, they must have been resident in the City for at least one year prior to being admitted into housing.

The Windsor Housing Company is a limited dividend company wholly owned by the City of Windsor. Its units are managed by the Property Department of the City with the City Property Director being named the Secretary-Manager. Its operation is intimately interlaced with the staff of the Property Department.

The construction of the units is financed by C.M.H.C. The City of Windsor contributes 10% of the capital costs; the Province of Ontario makes a \$500 grant to each unit constructed. So far as operating costs are concerned, the W.H.C. operates on a cost-recovery basis. The only financial contribution made by municipal government to the units is a reduction in property taxes on all units except those in Cherniak and Riggs Manors.

There is presently a waiting list of 300 people for Windsor Housing Company units.

FINANCIAL ASSISTANCE TO CITY OF WINDSOR HOUSING
COMPANY FROM CITY OF WINDSOR

Year	# of Units	\$	% annual increase	\$/unit
1965	144	19324		134
1966	216	32144	66.3	149
1967	216	34619	7.7	160
1968	216	36000	4.0	167
1969	236	42594	18.3	180
1970	236	45451	6.7	193
1971	236	46838	3.1	198
1972	236	48614	3.8	206
1973	236	47680	- 2.0	202
1974	236	53033	11.2	225
% increase		% increase		% increase
1965-74		1965-74		1965-74
63.9%		174%		67.9%

There are two agencies in the City of Windsor providing housing for senior citizens- the Windsor Housing Company and the Windsor Housing Authority. There are, however, two important distinctions between these agencies. The first is that, unlike the Windsor Housing Authority, the W.H.C. is truly an agency of the municipal government which does all the planning and managing. The second is that the housing operated by the W.H.C. is on a cost-recovery basis while the senior citizen housing provided by the Windsor Housing Authority is rented on a geared-to-income basis. As a result there are those who are not able to afford to live in W.H.C. units who are able to find housing through W.H.A.

Having two bodies providing housing to meet the needs of similar groups does create certain confusion in the minds of those who are looking for housing. We must presume that there is much duplication between the waiting lists of each agency. In addition, there is clearly a problem of people getting on one waiting list when really their needs would have been better satisfied by the other agency and thus either failing to get the kind of housing they needed or being shuffled to the other list only after a considerable loss of time with the unhappiness involved in that situation.

HOMES FOR THE AGED

There are two municipally operated homes for the aged in Essex County - Sun Parlor Home in Leamington (space for 294 residents) and Huron Lodge in Windsor (space for 256 residents). There also are three homes operated by charitable institutions - Villa Maria in Windsor (space for 120 residents), Leamington Mennonite Home (space for 72 residents), and Alexander Hall in Windsor (space for 30 residents).

Homes for the aged are intended to provide a residence for those people over 60 years of age who are no longer physically capable of maintaining independent living arrangements. Here services additional to those of senior citizen public housing are available - meals, nursing, room service and recreational programmes. Homes for the aged are not, however, intended to give intensive medical care. Light bed care (up to 1½ hours each day) is provided. But it is standard practice in homes for the aged not to admit those who need extended medical care. Nursing homes and chronic-care hospitals are meant to take care of those requiring special and extended medical attention. However, if the condition of a formerly well resident deteriorates to the extent that more care is needed, most homes for the aged try to maintain the person in the home as long as possible rather than immediately shifting such a person to a nursing home. As a result, homes for the aged, though emphasizing the provision of a residence, do become involved in providing nursing and medical services beyond routine visits of a doctor. Of the total number of beds in the two municipally-operated homes for the aged in Essex County, 56.9% are now classified as extended care beds.

Depending upon the particular needs of those in the community and the interests and concerns of those who work in the home and of municipal councillors, homes for the aged

throughout the Province may provide differing special programmes beyond the general care of their residents. A special feature of the Sun Parlor Home in Leamington is a new satellite programme which is now being set up in Kingsville. While remaining formally residents of the home and while retaining access to all the programmes and care provided by the home to its regular residents, some people will actually reside in a hotel in Kingsville. Huron Lodge in Windsor has been placing emphasis upon developing outreach programmes, that is, in serving senior citizens who are not living in the home with the intention of helping them to maintain enjoyable independent living arrangements longer than might otherwise be possible. These programmes include vacation care (allowing non-residents to live in the home for from one to four weeks), use of the facilities of the home during the day, transportation to recreational activities, information and counselling services and the provision of meals.

Municipally operated homes for the aged must be administered by a council committee of management made up of from three to five municipal councillors. The role of the council committee is to set policy, including the budget, and to approve admissions. By provincial statute it is necessary to have such a council committee but since both the City of Windsor and the County of Essex operate under the chief administrative officer system where council committees are not encouraged, in each case the role of the home committee has been greatly attenuated. The County Council does this by having the committee meet during the regular council meeting with all council members present. In the case of the City, although the committee does meet separately, the home operates very much like any other department in the City under the direct supervision of the city manager. For example, the home committee plays no role in drawing up the annual budget. As with all parts of the budget, it is drawn up by the department head (in this case, the home administrator) sent to the finance commissioner

and then discussed with the city manager by the finance commissioner and home administrator before going to the whole City Council with the rest of the City's budget.

Homes for the aged come under the provincial Ministry of Community and Social Services. The Ontario Government pays 70% of the operating deficit; the municipality 30%. The Province pays a larger share of the cost of maintaining extended care patients. The Ontario government pays 50% of capital costs; the municipality 50%. The initiation of a capital project or of the addition of a new service must come from the municipality. Nevertheless, the Ministry of Community and Social Services provides the guidelines and maintains close supervision. The annual budget must be approved by both the Province and the municipality. The Province has the right to delete items but does not make a practice of doing so. The per diem rate ($\frac{\text{estimated total expenses}}{\text{number of resident days}}$) is set by the Province. Not only does the Province keep an eye on the financial aspects of each home, but it also has a series of inspectors which it sends around to check into such matters as medical provision, auxiliary services, social services, and nutrition.

Homes for the aged operated by charitable institutions are also under the close supervision of the Province. In these cases, the Province pays 80% of the operating deficit rather than the 70% which it pays to municipally-operated homes. In addition, the Province contributes \$5000 per bed towards capital expenses (land, buildings, and equipment) or 50% of costs; whichever is less. This latter policy is presently under review because capital costs have risen substantially since this standard was set up in 1966. The municipalities do not provide money to the operation of homes run by charitable institutions. The council of the Township of Mersea has, however, allocated \$8000 in its 1975 budget to go to the Leamington Mennonite Home to assist it in expanding its auditorium.

Of all the counties and districts in the province of Ontario, Essex County has the third lowest bed ratio. For every 1000 people over the age of 60 who reside in Essex County, there are 17.0 beds in the five homes for the aged. The provincial average is 27.1 beds per 1000 people over 60 years of age. This low bed ratio does not, however, necessarily reflect a poor level of service; for there is not an articulated demand for more beds in homes for the aged in Essex County. The existent homes for the aged do not have notable waiting lists. Also the bed vacancy rate is similar to the average vacancy rate across the province.

Table 10: HOMES FOR THE AGED BEDS FOR SOME MUNICIPALITIES
IN ONTARIO, MAY 31, 1975

	Municipal Homes	Charitable Homes	Homes for the Aged Beds* Total Beds	Beds per 1,000 pop. 60 years and over
Essex County	546	222	768	17.0
Kent County	333	43	376	24.6
Lambton County	396	-	396	27.6
Middlesex County	728	452	1180	29.9
Hamilton-Wentworth	592	542	1134	19.6
Niagara Region	953	804	1757	36.7
Waterloo Region	365	464	829	26.0
Metro Toronto	3002	3466	6468	23.3
Province of Ontario	17993	9500	27493	27.1

* Includes beds to be in space under construction in May 1975

Source: Municipal & Charitable Homes for the Elderly, Senior Citizens' Bureau, Ministry of Community and Social Services, June 4, 1975

Huron Lodge is intended to serve senior citizens who reside in Windsor. People in other parts of Essex County are served by the County home - the Sun Parlor Home in Leamington. Although this guideline is no longer strictly adhered to since by provincial policy anyone resident in the Province may go to any home in the Province, home committees do give priority to residents of their own municipality when determining admissions. The Sun Parlor Home is operated and subsidized by the County of Essex. It is, therefore, being supported by the residents

of all the municipalities in Essex County except for the City of Windsor and the Township of Pelee. However, as Table 11 shows, the overwhelming majority of the people presently in the home previously lived in the vicinity of the home. Only 16.8% of the people resident in the Sun Parlor Home in 1974 came from the northern part of the County, despite the fact that 31.6% of those over 65 lived in the northern part according to the 1971 census. There is only one home for the aged outside of the City of Windsor operated by a charitable institution - the Mennonite Home. This home is also located in Leamington.

Table 11: LOCATION OF PREVIOUS RESIDENCE OF RESIDENTS IN
SUN PARLOR HOME - 1974

	Residents in Home		People over 65 years of age 1971 Census	
	#	% of total from County	#	% of total from County
from North (Belle River, Maidstone, Rochester, St. Clair Beach, Sandwich S, Sandwich W, Tecumseh, Tilbury N, Tilbury W)	44	16.8	2835	31.6
from South (Amherstburg, Anderton, Colchester N, Colchester S, Essex, Gosfield N, Gosfield S, Harrow, Kingsville, Leamington, Malden, Mersea)	218	83.2	6150	68.4
*from Leamington, Mersea, Gosfield S., Kingsville	150	57.3	3430	38.2
TOTAL COUNTY (excludes Pelee Township and municipalities outside of Essex County)	262		8985	

* These are included in totals "from South".

Table 12: MUNICIPAL HOMES FOR THE AGED: FINANCIAL STATISTICS -
1970 and 1974

	SUN PARLOR HOME		HURON LODGE	
	1974	1970	1974	1970
# of beds	294	244	256	256
Expenditures \$	1,866,902	1,117,282	1,608,978	1,008,199
per diem rate	\$11.50	\$9.50	\$11.50	\$9.55
Recoveries \$	707,834	521,963	612,179	520,740
from residents \$	680,446	489,571	607,983	518,363
% of expenditures	36.4%	43.8%	37.8%	51.4%
Subsidy:				
Province \$	852,819	345,252	815,936	338,404
% of expenditure	45.7%	30.9%	50.7%	33.6%
Municipal \$	306,249	250,068	185,815	149,055
% of expenditure	16.4%	22.4%	11.5%	14.8%
TOTAL SUBSIDY	1,159,068	595,320	1,001,751	487,459
% of expenditure	62.1%	53.3%	62.2%	48.3%

Table 13: STAFF OF MUNICIPAL HOMES FOR THE AGED

	SUN PARLOR HOME		HURON LODGE	
	Full-time	Part-time	Full-time	Part-time
Administrative	4		6	
Medical				
Registered Nurses	8		15	5
Nursing	60	25	50	
Doctor		1		1
Special Programs	4		5	
Kitchen, house-keeping, general staff	56		48	
TOTAL	132	26	124	6
# of beds	294		256	

SECTION II: POLICE

The provision of police services in Essex County involves a complex set of administrative structures. Consider for example the municipalities adjacent to the City of Windsor. Tecumseh is policed by the O.P.P. under a contract with the municipality; Sandwich South is policed by regular detachments of the O.P.P. based in Essex; Sandwich West is policed by a local fifteen man force. There are ten local departments in the County; eight of these provide service to the entire municipality and two (Colchester South and Mersea) to the most densely populated sections of their municipalities. The O.P.P. are involved in the provision of police services in the County in three different ways. The O.P.P. police provincial highways throughout the County; they provide local policing by a regular detachment based in Essex in seven entire townships and in the less densely populated parts of four others; they provide local police services under contract in three towns and three townships (in the case of Maidstone through a 'subcontract' with Belle River).

Police departments vary in size from the City of Windsor with 371 officers to St. Clair Beach with two officers. Nine of the municipalities have departments ranging in size from two to fifteen officers. The Task Force on Policing in Ontario (1973) calculated that in order to have one man available to respond to occurrences at all times a complement of six officers is necessary. Only four local forces have a larger complement than this. The Task Force also recommended that local forces should only exist in municipalities with a population of 15,000. Only the City of Windsor meets this criterion. None of the local forces provided by the O.P.P. under contract exceed the minimum complement established by the Task Force for twenty-four hours a day policing.

The ratio of police officers to population varies a great deal between municipalities. The ratio in the City is significantly lower than the average for Metro, Regions and Cities in Ontario, one per 534 persons (1974) as compared with one per 649 persons (1973). The provincial average for municipal forces in Villages, Towns and Townships was one per 811 persons (1973). This figure is inflated to a small extent by the inclusion of townships such as Colchester South and Mersea where the ratio is calculated on the basis of the population of the entire municipality rather than for the actual area served. The provincial ratio for all municipal forces was one per 674 persons (1973). The comparative composite average for Essex County was one per 592 persons (1974).

All municipal departments are acutely aware of the need for the formal training of police officers. In the smaller departments there are difficulties in freeing officers from regular duties to take training. However, all members of the existing forces have received or are in the process of receiving formal recruit training. Most officers have been trained at the Ontario Police College; others obtained training while employed by other forces. The need for more specialized training is recognized and a considerable number of officers, even in the smaller departments, have received this.

The need for cooperation between a large number of departments working in a relatively restricted area is obvious and there is a high level of understanding of this between neighbouring forces. As a result a great deal of informal cooperation exists and local forces regularly provide assistance to each other when the need occurs. More formal cooperation exists in the dispatching field with the Leamington department providing service for both police and fire to Mersea, Kingsville and Essex; Sandwich West provides police dispatching service to Amherstburg and Anderdon.

As can be seen from the accompanying tables there is considerable variation in the costs per capita in municipalities where the entire area is serviced by a local force. The range in 1974 was from \$23.6 per capita in St. Clair Beach to \$41.5 per capita in Windsor. Part of the explanation of these differences is to be found in the table showing the ratio of police officers to population and to a lesser extent in differences in scales of pay. It is obvious that the level of police services in the various areas of the County is quite different; naturally this is reflected in police costs. Police costs in those places where the entire municipality is policed under an O.P.P. contract (Belle River, Harrow, Tecumseh and Malden) are lower than in municipalities having local forces. This is explained at least in part by the finding of the Task Force that O.P.P. contracts do not reflect "the full cost of providing policing services to a community". In recommendation Econ. 3.5 the Task Force recommends that in future such contracts should reflect 'full cost'.

Police expenditures per capita in the City of Windsor are significantly higher than those of other municipalities in Essex and in some other Ontario municipalities of comparable size. Two factors are particularly relevant here. Windsor is the only large city in Ontario immediately adjacent to a large U.S. metropolitan area; as a result, international traffic is very heavy. The Windsor tunnel and bridge crossings are heavily used by local traffic as well as by vehicles making longer trips. In addition, the special circumstances of policing in Windsor led to the introduction of the 'two man' patrol for afternoon and evening shifts many years ago. This change, with its dramatic effects on the personnel requirements of the department, has taken place in Toronto only this year.

The highly urbanized nature of Essex County accounts for the fact that even with 'free' policing over large areas of the County police costs per capita in Essex County are comparable with the costs per capita in regions with regional forces. Policing costs per capita have risen steadily in Essex County municipalities. Since a large proportion of police costs is attributable to the agreements made in collective bargaining with police associations, it seems unlikely that such increases will be any less in the future unless there is a much lower level of wage settlements in both the public and private sectors. In examining the increase in costs the declining value of the dollar over the past five years must be taken into account. If police costs were recalculated in terms of 'constant dollars', the increases would be far less dramatic.

The provincial government pays an unconditional grant to municipalities which provide municipal policing as part of its Municipal Unconditional Grants programme. The grant was \$1.75 per capita in 1973, \$5 per capita in 1974 and is \$8 per capita in 1975. In areas having regional governments, the per capita grants were \$3.25 for cities and \$1.75 for other municipalities in 1973. In 1974 the basis of the grant was changed and a larger grant, \$7 per capita, was paid only to regional municipalities supporting a regional force. This sum was raised to \$12 per capita in 1975. The per capita grant is paid on the basis of total population even in those instances where a municipality provides police services for only part of the municipality; in Essex County, Colchester South, Gosfield South, Maidstone and Mersea are in this situation. As a result the provincial police grant covers a substantial part of police costs in these municipalities, as can be seen from the table below. Since the provincial grant is on a per capita basis no account is taken of special needs for police services; the grant is paid at the same level to municipalities which have O.P.P. contracts as to those which maintain local forces.

Table 14: PERCENTAGE OF POLICE EXPENDITURES PAID BY
PROVINCIAL GRANT, 1974.

<u>Local Forces Serving Entire Municipality</u>		<u>O.P.P. Contract for entire Municipality</u>	
Windsor	12	Belle River	46
Amherstburg	15	Harrow	24
Essex	19	Tecumseh	28
Kingsville	18	Malden	35
Leamington	17		
St. Clair Beach	22	<u>O.P.P. Contract for part of Municipality</u>	
Anderdon			
Sandwich West	18	Gosfield South	71
		Maidstone	93
<u>Local Forces Serving Part of Municipality</u>			
Colchester South	30		
Mersea	61		

Seven municipalities and parts of five others presently receive "free" policing. Their police services are provided without charge to local taxpayers, although in fact the cost is borne by all Ontario taxpayers. The Task Force described this arrangement as inequitable and proposed that, pending reorganization, deductions should be made from the general municipal unconditional grants paid to municipalities receiving "free" policing (recommendation Econ. 3.6).

TASK FORCE ON POLICING

The Solicitor General of Ontario established a Task Force on Policing in Ontario in May 1974. Its report, published in February 1974, included recommendations on the organization of policing throughout Ontario. Below an attempt is made to describe how the Task Force's recommendations would effect Essex County. To date the provincial government has not announced plans for the implementation of this set of proposals.

The Task Force proposes the continuance of the City of Windsor police force. It proposes that its direction remain in the hands of a Board of Commissioners of Police.

The Board would be increased in size from three to five members; it would be made up of two members of council, two members of the community chosen by the Lieutenant Governor in Council (the Ontario Cabinet) and one judge of any county or district court. There was considerable division among the task force members about the appointment of county or district court judges to Police Commissions; seven members of the Task Force dissented on this matter.

The Task Force proposed the elimination of all other local police forces in Essex County. It proposed that local policing be provided by the Ontario Provincial Police under a contract with the County Council. This contract would be negotiated annually with the County Council and would cover the general level of service to be provided; the cost of O.P.P. services would be calculated so as to cover the full cost to the O.P.P. The O.P.P. would continue to police restricted access provincial highways and provincial parks on the present basis without direct cost to local municipalities. These arrangements would involve County Council in levying rates to pay the full cost of local policing. Any provincial grants provided in support of this service would, of course, go to the County. Liaison on local matters of local concern would be between County Council and the local O.P.P. commander.

W. L. Archer, who was at that time an alderman of the City of Toronto, dissented from the recommendation of the Task Force. He discussed the organization of police forces in the following manner:

I am concerned that there has not been adequate recognition of the matters of local responsibility, local autonomy and the fact that municipalities (ECON. 3.4) have been, and will be, paying the major portion of the costs of Police operations. I do not concur with the proposal in ORG. 1.7 placing emphasis on agreements with the Ontario Provincial Police Force for delivery of all Police services within the county.

First, I am not inclined to agree with the extensive spread of the Ontario Provincial Police as a unit of policing to this extent across the Province. Secondly, I consider that the counties should have the right to choose the method of establishing their Police Forces.

In those parts of the Province in Southern Ontario outside of the cities and regions for which particular recommendations have been made, the matter of structure is under active review at this time. This has been stated by the Minister and by the Association of Counties and Regions of Ontario.

I do not consider it advisable to set up new forces or detachments at a time when change is imminent, particularly when such changes would likely lead to the setting up of local forces.

These comments would involve some modifications in clauses related to municipal structure and organization.

The Task Force made a number of recommendations concerning financing:

ECON. 3.1 The current conditional/unconditional police grant be eliminated in its present form and be incorporated into the Ontario Government general municipal unconditional grant.

ECON. 3.2 The level of the general municipal unconditional grant be determined by the Ontario Government based on municipalities' aggregate expenditure needs including those related to policing services.

ECON. 3.4 Each Ontario community be required to directly finance the cost of police services provided to that community.

ECON. 3.5 The Ontario Provincial Police re-examine the method of cost allocation to contract policing and that formulae be developed to reflect the full cost of providing policing services to a community and the full cost be the basis for financial negotiation of the agreements between the community and the Ontario Provincial Police.

ECON. 3.6 Initially, an amount of \$3.25 per capita be withheld from the general municipal unconditional grant to those communities which do not maintain their own police force or do not have policing services supplied under contract by the Ontario Provincial Police or other operating forces.

ECON. 3.7 During the implementation period, the amount of the general municipal unconditional grants to be withheld from those communities not maintaining their own forces or not having a contract with the Ontario Provincial Police or other operating force, be set at the beginning of each fiscal year by the Ministry of Treasury, Economics and Intergovernmental Affairs in consultation with the Ministry of the Solicitor General and the Ontario Police Commission.

Table 15: COUNTY OF ESSEX CURRENT EXPENDITURES - POLICE

\$000's rounded

Municipality	1970 \$000s	1971 \$000s	1972 \$000s	1973 \$000s	1974 \$000s	% change 1970-74
<u>City</u>						
Windsor	5,196	5,867	6,580	7,106	8,218	58.1
<u>Towns</u>						
Amherstburg	112	108	131	144	186	66.1
Belle River	26	30	29	33	35	34.6
Essex	82	92	98	113	128	56.1
Harrow	25	29	34	40	41	64.0
Kingsville	76	79	88	100	114	50.0
Leamington	184	204	242	268	308	67.4
Tecumseh	56	65	75	85	92	64.3
<u>Village</u>						
St.Clair Beach	29	31	37	39	45	55.2
<u>Townships</u>						
Anderdon	64	88	122	113	133	107.9
Malden	28	32	32	34	48	71.4
Sandwich West	169.7	194	228	300	380	123.9
<u>Townships</u>						
(part of township only)						
Colchester S	49	56	59	65	82	67.3
Gosfield S	25	28	30	32	45	80.0
Maidstone	33	38	37	42	43	30.3
Mersea	41	49	49	61	74	80.5
TOTAL	6,196	6,991	7,873	8,577	9,972	60.9
	% in-crease 1970-71		% in-crease 1971-72		% in-crease 1972-73	
	12.83		12.62		8.94	
					16.26	

The following municipalities are policed by regular detachments of the O.P.P.:

Whole municipality:

Colchester North
Gosfield North
Pelee
Rochester
Sandwich South
Tilbury North
Tilbury West

Part of municipality:

Colchester South
Gosfield South
Maidstone
Mersea

Table 16: ESSEX COUNTY PER CAPITA EXPENDITURES - POLICE

MUNICIPALITY	1970	1971	1972	1973	1974	Approximate % change 1970-74
	\$	\$	\$	\$	\$	
<u>City</u>						
Windsor	26.5	29.6	33.0	35.9	41.5	57
<u>Towns</u>						
Amherstburg	23.0	22.1	24.4	25.9	32.4	41
Belle River	9.4	10.3	9.9	10.6	11.0	17
Essex	21.4	23.3	24.4	24.5	25.8	21
Harrow	13.0	15.2	17.3	20.1	22.0	69
Kingsville	19.7	20.4	21.1	23.3	25.5	29
Leamington	18.9	20.4	23.1	26.3	29.0	53
Tecumseh	11.3	12.7	14.8	17.4	18.0	59
<u>Village</u>						
St.Clair Beach	14.7	15.8	18.7	19.9	23.6	60
<u>Townships</u>						
Anderdon	14.2	19.5	25.7	23.5	27.4	93
Malden	9.2	10.0	9.8	10.2	12.4	35
Sandwich West	15.6	16.3	17.3	22.4	27.6	77
<u>Townships</u>						
(part of township only - full population figures used)						
Colchester S	10.8	12.2	12.6	13.7	16.3	51
Gosfield S	4.3	4.6	4.7	5.0	6.8	58
Maidstone	4.5	5.0	4.6	5.3	5.3	18
Mersea	4.6	5.5	5.6	6.9	8.4	83

Table 17: COMPARATIVE STATISTICS - POLICE EXPENDITURES FOR 1973

TOTAL - METRO TORONTO, REGIONS AND CITIES IN ONTARIO (31)	\$ PER CAPITA 27.72	\$ PER \$1,000 ASSESSMENT
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CITIES

Windsor	35.93	3.89
Ottawa	33.44	3.88
Hamilton	31.10	3.64
London	25.4	3.38
Mississauga	22.0	1.79

REGIONS

Metro Toronto	36.54	3.09
Waterloo	23.79	2.78
York	22.99	2.07
Sudbury	24.50	3.24
Niagara	24.17	2.94

The O.P.P. polices some of the less densely populated areas of Sudbury and Niagara. This is also true in Essex County. Similar calculations to those for Sudbury and Niagara (dividing total county population and equalized assessment into police expenditures made by local municipalities) produce the following figures:

Essex	\$ Per Capita	\$ per \$1,000 Assessment
	28.20	3.06

O.P.P. Contracts

Belle River, Harrow, Tecumseh - local policing is provided for the entire municipality.

Gosfield South, Maidstone, Malden - local policing is provided for the most densely populated sections of the township.

Local Policing by Regular O.O.P. Detachment

Colchester N., Gosfield N., Pelee, Rochester, Sandwich S.,
Tilbury N., Tilbury W.

Parts of the Townships of Gosfield South, Maidstone, Malden.

Table 18: POLICE STRENGTH AND PAY

Municipality	# of Police Officers	Civilian Employees		Police to Population 1 to -	Annual Pay First Class Constable**
		F.T.	P.T.		
<u>Local Forces</u>					
Windsor	371	46	-	534	16,001
Amherstburg	8	1	-	719	15,700Ø
Essex	6	1	-	828	15,400
Kingsville	6	-	1	733	14,000
Leamington	15	3*	-	709	15,400
St. Clair Beach	2	-	-	958	14,890
Anderdon	6	1	-	806	15,500
Sandwich West	15	6*	1	917	15,793
Colchester S	4	-	-	1178	14,000
Mersea	4/	-	1	1993	14,700
<u>O.P.P. Contracts</u>					
Belle River & Maidstone	6	-	1	1890	14,890
Gosfield South	3	-	-	2219	14,890
Harrow	3	-	-	625	14,890
Malden	4	-	1	966	14,890
Tecumseh	6	-	1	832	14,890

** does not include benefits

/ plus one part time officer

Ø plus cost of living allowance \$7.60 per week (May 1975)

* dispatch service police and fire provided by Leamington for Essex, Kingsville and Mersea. By Sandwich West for Anderdon, Amherstburg & Sandwich South (fire only in Sandwich South).

SECTION III: FIRE SERVICES

Of the eighteen fire departments in Essex County, eleven serve only all of their own municipality; one serves only part of its municipality; five serve their own municipality as well as all or part of another, while two municipalities have a joint department. There are five municipalities which must purchase fire service from another municipality, two of these arranging for some of their service by fire departments in Kent County.

FIRE DEPARTMENTS

Departments serving one municipality	Departments serving more than one municipality	
	Fire Department	Areas Served
Windsor		
Amherstburg		
Belle River		
Anderdon	Essex	Essex
Colchester North		Maidstone Area 1 (South of Hwy. 401)
Gosfield North	Harrow & Colchester South	Harrow & Colchester South
Malden	Kingsville	Kingsville
Pelee		Gosfield South
Rochester	Leamington	Leamington
Sandwich South		Mersea Area 1 (part in Leam- ington telephone exchange)
Sandwich West	Tecumseh	Tecumseh St. Clair Beach
Maidstone Area 2 (north of Highway 401)	Tilbury West	Tilbury West (including Comber part of Tilbury North)

Departments in Kent County

Wheatley - serves Mersea Area 2 that part of Mersea and Tilbury

West in the Wheatley Telephone Exchange Area.

Tilbury - serves Tilbury North East of Gracey Side Road.

There are ten intermunicipal agreements covering fire services involving Essex County municipalities. These fall into three different categories. The first type is the joint ownership and operation of a fire department (Harrow and Colchester South). The opposite extreme is the purchase of a complete fire service from another municipality to cover all or part of the municipality. Most of the intermunicipal agreements fall into a third type of arrangement. In these cases, the municipality owns some equipment but another municipality houses and operates the equipment and is paid for providing this service. Two municipalities (Mersea and Tilbury North) purchase services from more than one fire department.

Dispatch service is provided on a cooperative basis in a number of areas. Windsor provides service to Belle River, Tecumseh, St. Clair Beach, Colchester North and Rochester; Sandwich West to Amherstburg, Anderdon and Sandwich South; Leamington to Kingsville, Mersea and Essex. All Essex County fire departments participate in a County-wide Mutual Aid System; the Windsor Chief is County Fire Coordinator.

The Windsor department, with 286 employees, is the only full-time department in the County. Sandwich West has a composite department with six full-time employees as well as numerous volunteers. The other departments in the County are 'volunteer' departments employing only part-time fire fighters. (For details see Research Report #2, Local Government Structure, pp. 21 & 23.)

In addition to fighting fires and assisting in other emergencies, fire departments get involved in fire prevention work. As can be seen from Table 22, the majority of departments provide some preventive services. In most instances, these services are provided by members of the volunteer staff. Only Windsor and Sandwich West have full-time specialists in fire prevention. These two municipalities also have other full-time staff who spend some of their time on fire prevention work.

The Ontario Fire Marshal's Office provides a range of advisory services to municipal departments including training programmes. At the request of a municipal council, the Fire Marshal's Office conducts fire protection surveys. The Office has a permanent advisor in London who provides advice and assistance to departments in South Western Ontario. In addition to participating in the more formal programmes provided by the Office of the Fire Marshal, all fire departments have a continuous process of in service training. Windsor has a programme of training for recruits and also makes use of the Ontario Fire College in more advanced training for officers.

Table 19: FIRE SERVICES - CURRENT EXPENDITURES

	\$'000s				
	1970	1971	1972	1973	1974
Windsor	3192	3710	4238	4582	5163
		% in-crease 1970-71	% in-crease 1971-72	% in-crease 1972-73	% in-crease 1973-74
		16.2	14.2	8.1	12.7
Amherstburg	21	25	24	34	31
Belle River	11	12	8	10	10
Essex	21	21	21	26	27
Harrow	4	4	3	3	11
Kingsville	20	22	23	27	28
Leamington	34	33	41	45	50
Tecumseh	21	20	20	24	25
St. Clair Beach	6	8	8	9	8
Anderdon	21	46	30	62	44
Colchester North	9	10	7	5	10
Colchester South	7	8	9	20	14
Gosfield North	11	11	11	11	13
Gosfield South	17	18	18	18	13
Maidstone	15	17	18	16	22
Malden	14	15	12	17	42
Mersea	38	32	42	45	40
Pelee	.8	1	1	1	1
Rochester	12	14	10	13	12
Sandwich South	19	20	21	25	28
Sandwich West	93	99	116	146	158
Tilbury North	5	8	8	8	10
Tilbury West	2	4	3	4	2
TOTAL COUNTY EXCLUDING WINDSOR	404	450	456	569	599
		% in-crease 1970-71	% in-crease 1971-72	% in-crease 1972-73	% in-crease 1973-74
		11.4	1.3	24.8	5.3

Table 20: FIRE SERVICES - COSTS PER CAPITA AND PER \$1000 OF
EQUALIZED ASSESSMENT, 1974.

	\$ per Capita	\$ per \$1000 of Equalized Assessment
Windsor	26.06	2.74
Amherstburg	5.37	0.58
Belle River	3.19	0.43
Essex	5.49	0.97
Harrow	6.09	0.69
Kingsville	6.42	0.88
Leamington	4.75	0.53
Tecumseh	4.96	0.71
St. Clair Beach	4.47	0.44
Anderdon	9.20	0.87
Colchester North	3.00	0.39
Colchester South	3.02	0.32
Gosfield North	3.66	0.41
Gosfield South	2.01	0.21
Maidstone	2.72	0.19
Malden	10.94	1.13
Mersea	4.48	0.41
Pelee	3.85	
Rochester	2.94	0.30
Sandwich South	5.54	0.54
Sandwich West	11.53	1.42
Tilbury North	3.27	0.27
Tilbury South	1.35	0.19

Table 21: COMPARATIVE STATISTICS: CURRENT EXPENDITURES -
FIRE PROTECTION 1973

	Population	Current Expenditures \$'000s	\$ Expenditures per Capita	\$ Expenditures per \$1000 of Equalized Assessment
Windsor	197,762	4,582	23.2	2.51
Hamilton	301,794	7,307	24.1	2.81
Ottawa	292,983	7,498	25.6	2.97
London	229,884	4,381	19.1	2.81
Mississauga	182,686	2,500	13.7	1.19

Table 22: FIRE PREVENTION SERVICES - 1973

Fire Departments	Inspections			Fire Prevention Staff	
	Fire* Prevention	Home+	In Serviceø	Full- Time	Part- Time
Windsor	yes	yes	yes	8	84
Amherstburg	yes	no	no	0	1
Belle River	no	no	no	0	0
Essex	yes	no	yes	0	19
Harrow	yes	no	no	0	1
Kingsville	yes	no	no	0	12
Leamington	yes	no	yes	0	7
Tecumseh	yes	no	yes	0	7
Anderdon	yes	no	yes	0	3
Colchester North	yes	no	yes	0	13
Gosfield North	no	no	no	0	0
Maidstone	yes	yes	yes	0	16
Malden	yes	no	no	0	2
Pelee	no	no	no	0	0
Rochester	yes	no	no	0	2
Sandwich South	yes	yes	yes	0	6
Sandwich West	yes	no	yes	1	21
Tilbury West	no	no	no	0	0
Wheatley	yes	no	no	0	1

* fire prevention inspections - selected fire department personnel such as fire prevention officers and/or fire chiefs conduct these inspections

+ Home Fire Prevention Inspectors

ø In Service Fire Prevention Inspectors

Source: Handbook of Fire Protection in Ontario, 1973, Ontario Ministry of Solicitor General.

SECTION IV: ANIMAL CONTROL

The continuing thread of cooperation amongst municipalities that we have seen in so many areas appears again in the area of animal control. Only in the cases of Leamington, the City of Windsor and Pelee Township are animal control operations carried out independently of other municipalities; in all other places in Essex County, there are co-operative arrangements. This cooperation takes any of or a combination of the following forms: 1) the sharing of the dog pound building and facilities (This arrangement sometimes includes the setting up of a dog pound committee and also the hiring of a special pound keeper.), 2) the separate employment of the same dog catcher and, 3) the taking out of a common contract for animal control.

Financial responsibility for pound maintenance (including food, utilities and repairs) lies with the owners of the pound - the animal control officer, the Humane Society, a single municipality (Leamington), or more than one municipality. In those cases where the pound is jointly owned, there are two ways in which costs are shared. In one situation, all costs are split on an equal basis. In the other type of situation, capital costs are divided on a per capita basis and operating costs are shared amongst the municipalities according to the proportion of dogs impounded from each constituent municipality.

The Dog Tax and Livestock and Poultry Protection Act of Ontario requires municipalities to charge a dog tax or issue a licence and tag. Dog licences and tags are issued through the clerk's office, by the animal control officer, or by a special dog licenser who canvasses the municipality from house to house. Any combination of these three methods may be used.

Protection of the property owner, particularly the owner of livestock, is the main reason behind the licensing of dogs. Stock evaluators are appointed by municipal councils to judge responsibility and determine reimbursement to the owner of livestock and poultry destroyed by dogs. If the owner of the

responsible dog cannot be determined, the municipality becomes liable for the costs of reimbursement. The greater attention to animal control by-laws, the increased use of canvassers for dog licensing and the continual discussion of dog control by local councils and administration all indicate that the problem of dog control is of growing concern.

The standards for pound facilities (sanitation, food supply, condition of building, etc.) are set by the provincial Animals for Research Act. All pounds are inspected by representatives of the Veterinary Services Branch of the Ministry of Agriculture and Food. Inspections are unscheduled and occur about two or three times per year, more often if previous findings warrant it. Inspectors have authority to insist that certain standards be maintained if the pound is to continue to operate.

Table 23: ANIMAL CONTROL

MUNICIPALITY	PAY OF ANIMAL CONTROL OFFICER	SERVICE OFFERED	OWNER OF TRUCK AND EQUIPMENT	OWNER OF DOG POUND	LOCATION OF DOG POUND	INTERMUNICIPAL DOG POUND COMMITTEE
Windsor	Dept. of Public Works employees	on call	City of Windsor	Essex County Humane Society	Essex County Humane Society in Windsor	none
Amherstburg	tender to Essex County Humane Society \$14000. Amherstburg 44% Anderdon 30% Malden 26%	on call	Essex County Humane Society	see Col- chester N	sanitary land- fill #1 in Colchester N	see Colchester N
Belle River	\$125/month emergency calls (weekend) \$10 each	patrol + on call	Animal Control Officer	see Maidstone	sanitary land- fill #3 in Maidstone	see Maidstone
Essex	\$135/month	patrol + on call	Animal Control Officer	see Maidstone	sanitary land- fill #3 in Maidstone	see Maidstone
Harrow	\$125/month + \$3/dog im- pounded	patrol + on call	Animal Control Officer	see Colchester North	sanitary land- fill #1 in Colchester N	see Colchester N
Kingsville	\$100/month + \$4/ dog im- pounded + \$1/dog licence + reclamation fee	patrol + on call	Animal Control Officer	Leamington	Leamington	none
Leamington	\$125/month + \$6/ dog impounded + \$1/dog licence fee	on call	Animal Control Officer	Leamington	Leamington	one member of Leamington Council is responsible

MUNICIPALITY	PAY OF ANIMAL CONTROL OFFICER	SERVICE OFFERED	OWNER OF TRUCK AND EQUIPMENT	OWNER OF DOG POUND	LOCATION OF DOG POUND	INTERMUNICIPAL DOG POUND COMMITTEE
Tecumseh	\$4/hour + 15¢ mile	patrol + on call	Animal Control Officer	see Maidstone	sanitary land- fill # 3 in Maidstone	see Maidstone
St. Clair Beach	\$4/hour + 15¢ mile	patrol + on call	Animal Control Officer	see Maidstone	sanitary land- fill #3 in Maidstone	see Maidstone
Anderdon	see Amherstburg	see Amherst- burg	see Amherst- burg	see Colchester North	sanitary land- fill #1 in Colchester N	see Colchester N
Colchester N	\$125/month + \$5/dog im- pounded + 50¢ per dog licence fee	on call	Animal Control Officer	Amherstburg, Anderdon, Colchester N, Colchester S, Harrow, Malden	sanitary land- fill #1 in Colchester N	one Council member from each participating municipality
Colchester S	\$150/month + \$5/dog impounded + 25% of dog licence fee	presently on patrol	Animal Control Officer	see Colchester N	sanitary land- fill #1 in Colchester N	see Colchester N
Gosfield N	\$10/dog + reclamation fee	patrol + on call	Animal Control Officer	Gosfield N and Gosfield S	on Gosfield S's dog catcher's property - in Gosfield S	none
Gosfield S	\$75/month + \$10/dog im- pounded	patrol + on call	Animal Control Officer	Gosfield N & Gosfield S	animal control officer's prop- erty- destroyed dogs taken to sanitary landfill #3 in Maidstone	Chairman of Gosfield S Property Committee responsible

MUNICIPALITY	PAY OF ANIMAL CONTROL OFFICER	SERVICE OFFERED	OWNER OF TRUCK AND EQUIPMENT	OWNER OF DOG POUND	LOCATION OF DOG POUND	INTERMUNICIPAL DOG POUND COMMITTEE
Maidstone	\$100/month + \$7.50/dog im- pounded + fringe benefits	patrol + on call	Animal Control Officer	Belle River, Essex, Maid- stone, Roch- ester, St. Clair Beach, Sandwich S, Sandwich W, Tecumseh, Tilbury N & Tilbury W	sanitary land- fill #3 in Maidstone	one council member from each participating municipality
Malden	see Amherstburg	see Amherst- burg	see Amherst- burg	see Colchester North	sanitary landfill #1 in Colchester North	see Colchester N
Mersea	\$50/month + \$8/ dog + reclamation fee	on call	Animal Control Officer	dog catcher Mersea, Wheatley, & Romney pay repairs 1/3 each & equip- ment none	dog catcher's property in Mersea	none- each council responsible
Pelee	none					
Rochester	\$100/month + \$4/dog im- pounded	on call	Animal Control Officer	see Maidstone	sanitary land- fill #3 in Maidstone	see Maidstone
Sandwich S	\$4/hour + 15¢ mile	patrol + on call	Animal Control Officer	see Maidstone	sanitary land- fill #3 in Maidstone	see Maidstone

MUNICIPALITY	PAY OF ANIMAL CONTROL OFFICER	SERVICE OFFERED	OWNER OF TRUCK AND EQUIPMENT	OWNER OF DOG POUND	LOCATION OF DOG POUND	INTERMUNICIPAL DOG POUND COMMITTEE
Sandwich West	\$1/per capita per year + 10% of dog licence fee	patrol + on call	Animal Control Officer	see Maidstone	sanitary land- fill #3 in Maidstone	see Maidstone
Tilbury North	\$2500/year + 30% of dog licence fee + fringe benefits	on call	Animal Control Officer	see Maidstone	sanitary land- fill #3 in Maidstone	see Maidstone
Tilbury West	\$5/dog impounded + \$10/dog licence fee	on call	Animal Control Officer	see Maidstone	sanitary land- fill #3 in Maidstone	see Maidstone

Notes:

- 1) The animal control officer receives a portion of only those dog licences he sells.
- 2) The period of time on call varies. Most animal control officers are theoretically on call 24 hours a day, 7 days a week; however, in some places the officer may be on call Monday to Friday only and/or he may be on call only certain hours each day.

SECTION V: PLANNING

All municipalities in Essex County are involved in planning activities, although in the case of Pelee the planning area was defined only in 1974 and work on an official plan has not yet begun. Planning is a continuous activity; it does not end when a new official plan and a zoning by-law are approved by the Minister of Housing and the O.M.B. respectively. (A listing of the status of official plans and zoning by-laws is given on pages 54 and 55 of Research Report #2.) The review of plans and zoning by-laws must be a regular activity often requiring special studies. Applications for subdivision plans, consents, zoning by-law changes, and minor variances must all be examined and decided on. Ontario planning legislation is far from simple; the procedures involved in it take a considerable time to complete. They involve exhaustive consultation among local government agencies and require public participation. Then too the provincial government, primarily through the Ministry of Housing and the O.M.B., exercises detailed supervision of the planning process.

The 18 official plans approved by municipal councils to date are all self contained documents. While planning consultants and Ministry personnel who review such plans are aware of the contents of each, there is no formal means for coordinating their provisions.

Planning involves the work of lay members of councils, planning boards, committees of adjustment and the County Land Division Committee. The assistance of professional planners is required by all of these bodies on a regular basis. While professional planners have the primary role in the planning process, planning proposals should also be reviewed by specialists in many other departments of government who comment on the manner in which the services they are responsible for will be affected by planning decisions.

Among Essex County municipalities only the County of Essex and the City of Windsor employ full-time planning staff. The County Council itself has no formal planning powers but it is asked to comment on those planning proposals which are before municipal planning boards and committees of adjustment. The Council commissioned a land use plan which it accepted in 1974 as a guide to future development. The County hired a Director of Planning in the same year to keep this plan up to date, to offer advice and to assist County municipalities. The Planning Director responds on behalf of the County to requests for comment on planning proposals. The County Land Division Committee employs a full-time Secretary-Treasurer.

The City of Windsor Planning and Urban Renewal Department employs eleven planners, four technical and five clerical workers. (Presently one vacancy for a planner exists.) The Department provides staff services for the City Council and the Planning Board and gives advice to the Committee of Adjustment on applications before it. Almost half the staff time is devoted to the ongoing tasks of reporting on specific applications. The volume and complexity of these are major determinants limiting the time available for area and special studies and the review of basic planning instruments. The Department is also involved in one Neighbourhood Improvement Project in the City.

The towns, village and townships in Essex County do not employ full-time planning staffs. Administrative and clerical work is carried on by part-time staff or by members of the municipal administration with other duties. Expert assistance and advice are purchased from private consultant firms when planning boards feel they need such help. A variety of private consultant firms have prepared official plans and zoning by-laws in the area. At least six firms have been involved in providing such professional services to Essex County municipalities since 1970.

A major proportion of the cost of planning services in County municipalities is for consultant fees. For example, the Harrow and Colchester South Planning Board spent \$6084 on consultant fees out of its total budget of \$7034 in 1974; the corresponding figures for Leamington were \$3941 out of \$5582. While there is considerable variation in the amounts spent on planning and zoning by individual municipalities as a result of the irregular use of professional services, the total amount spent by municipalities and the Essex County Council has risen significantly since 1970. City expenditures, although in total considerably larger, have risen at a much slower rate since Windsor has had a more comprehensive programme for a considerable number of years. It seems unlikely that municipal expenditures will fall in the future as all municipalities are now committed to on-going planning programmes.

Lots for building development are created by two major methods. If a piece of land is to be divided into a number of lots the prospective developer is required to prepare a subdivision plan, showing how the lots will be laid out and providing a wealth of other information on land use, services, etc. New lots may be created also by applying for consent from a Committee of Adjustment or Land Division Committee to sever a piece from an existing parcel of land. It is provincial policy to encourage the creation of new lots by the subdivision method so that new urban development can be planned in a comprehensive and in a coordinated fashion.

No comprehensive data on the various types of planning applications and their disposition presently exists for Essex County. The following table prepared by the Regional Planning Branch shows the number of subdivision applications during the period January 1969 to March 1974, the disposition of these applications and the number of lots given draft approval and actually registered in this period.

Applications for consents to create lots by severances are dealt with by the County Land Division Committee and certain Committees of Adjustment. The Committees have been operating for varying periods of time so that it is impossible to compare the total number of lots created by the granting of consents with those created by approval of subdivision plans. However, the Regional Planning Branch has attempted to measure the rate of lot creation by the two methods in the townships of the County over the past few years. The two rates are determined by dividing the total lots created by consents by the number of months for which information is available on the work of the Land Division Committee and Committees of Adjustment and by dividing the total lots created by subdivision plans by sixty-three (the number of months for the period January 1969 to March 1974). This is a crude and tentative calculation but it does give some idea of trends. The resultant calculation shows that in the townships approximately 25% more lots are being created by the granting of consents than are being created by subdivision plan approvals.

RES ON PLANNING AND ZONING BY MUNICIPALITY - ESSEX COUNTY, 1970-74

1970	1971	1972	1973	1974
240,415	312,633	441,380	403,544	397,888
% increase 1970-74: 65.5%				
509	3,031	5,574	5,630	450
∅	∅	2,655	8,073	3,473
5,350	5,700	5,700	5,895	4,479
∅	1,550	∅	1,600	4,500
1,524	4,194	2,714	4,756	5,045
2,411	3,062	4,242	5,304	5,742
1,534	6,774	1,076	8,478	953
∅	730	311	1,931	1,345
456	2,826	1,151	922	3,489
∅	2,000	5,988	831	2,286
∅	1,550	∅	1,600	4,500
185	523	1,751	3,583	2,923
1,614	4,194	6,470	6,516	9,953
2,120	1,440	4,924	2,470	8,387
3,600	2,795	14,234	19,594	11,223
∅	1,252	2,743	2,883	2,800
∅	∅	∅	∅	∅
∅	5,085	800	692	160

Table 24 (continued)

Municipality	1970	1971	1972	1973	1974
Sandwich South	2,089	2,018	353	5,075	8,159
Sandwich West	5,100	9,406	6,676	5,155	10,095
Tilbury North	400	4,960	2,948	2,886	2,082
Tilbury West	400	2,470	1,607	1,513	750
County of Essex*	16,099	29,922	34,708	13,844	22,528
TOTAL Essex County excluding Windsor	43,391	95,482	106,625	109,231	115,322
County % increase 1970-74: 165.8%					

* does not include expenses of County Land Division Committee 1972-4.

Application	Draft Approval	Rejected	Pending	File Closed	Draft Approval	# of Lots Registered
2	6	0	4	2	1702	618
2	1	0	1	0	102	84
2	8	2	2	0	634	14
4	3	1	0	0	196	82
1	1	0	0	0	88	0
4	3	0	1	0	76	0
6	4	1	1	0	435	49
9	1	2	5	1	39	0
4	1	1	1	1	215	213
5	1	3	1	0	195	0
1	0	0	1	0	0	0
7	4	0	2	1	182	131
3	0	2	1	0	0	0
2	2	0	0	0	608	160
5	1	1	3	0	2	0
5	1	2	2	0	24	0
2	0	1	1	0	0	0
2	0	1	1	0	0	0
36*	37	17	27	5	4,498	1,351

applications: four approved, two pending, one file closed

Planning Branch, Ministry of Treasury, Economics and Intergovernmental Affairs,
 ark, Toronto.

SECTION VI: PUBLIC TRANSPORTATION

Since 1970, the Sandwich, Windsor and Amherstburg Railway Company has been under the direct ownership and control of the City of Windsor. Its five-member board of directors (two of whom must be city aldermen) is directly responsible to the City Council whose approval is needed on expenditures.

A study conducted in 1975 on the feasibility of a dial-a-bus system in Windsor concluded that "dial-a-bus would not be effective in Windsor until the fixed routes themselves are improved." The report concluded that the S.W. & A. "operates a number of bus routes characterized by infrequent service, poor coverage and unnecessary duplication" and that "by all indications (ridership, revenue miles, operating characteristics) the transit system is performing well below other systems of similar size." The study found that the large number of railway crossings (an average of five per route) and the many turns and loops on the routes tend to increase the time of travel. Also, it was noted that the routes are overly oriented towards the downtown area, with not enough provision for cross connections. The people who carried out the dial-a-bus study calculated that 19% of all Windsor residents are located more than 1,000 feet from a bus route, with another 22% receiving only 30 to 60 minute service in peak periods. This means that of all the residents of Windsor there is "a total of 41% with less than adequate service."

The major problems of the S.W. & A. have grown out of its history of responding to the immediate transit needs of the City. No long term plan of development has been formulated. In recognition of this deficiency and the need for a thorough reworking of the system, the S.W. & A.'s Board of Directors and City Council have recently approved the allocation of funds for a series of studies which will examine specific aspects of transit in the City.

Like most public transit systems, the S.W. & A. incurs an annual operating deficit which is paid by the City and the Province. In 1972 the percentage of the S.W. & A.'s expenses covered by its generated operating revenue was 79.1%. In 1973 the figure was 71.7%, and for 1974 it was 75.7%. Approximately ninety percent of this operating revenue comes from regular passenger service.

Table 26: GOVERNMENT CONTRIBUTION TO S.W.& A.

Year	Provincial Contribution	Municipal Contribution	Total Gov't Contribution	% increase in Government Contribution
1972	375,052	375,051	750,103	
1973	460,837	462,118	922,955	23.0
1974	505,364	522,764	1,028,128	11.4

With the exception of one line which extends for a short distance into Sandwich West, the S.W.& A. provides bus service only within the City of Windsor. In addition to the S.W.& A., there are five bus lines currently servicing Essex County residents: the Tunnel Bus Line between Windsor and Detroit, the Charterways Line between Windsor and Amherstburg, the Chatham Coach Line between Windsor and Belle River, the Habkirk Line between Windsor and Leamington, and the Greyhound Line linking area residents with points outside of the County. The Tunnel Bus operation is designed solely to provide regular service between the downtown areas of Windsor and Detroit. Charterways, Chatham Coach and Habkirk have all drawn up their schedules to serve County residents who work or shop in Windsor, with Habkirk and Chatham Coach making special stops at the Devonshire Mall. As these bus routes are designed mainly to serve daily commuters, only the largest centres in the County enjoy regular service, with some areas, such as Harrow and Stoney Point, situated several miles from the nearest route. It is important to note that not only urban centres are served by these bus lines. Since the practise is to pickup and let off passengers at any point along the route, these lines provide convenient service to many people living outside of the urban centres. The Greyhound Line, which is

Map I

BUS SYSTEMS IN ESSEX COUNTY

- Greyhound Routes
- - - Habkirk Route
- * * * * Charterways Route
- • • • Chatham Coach Lines



not primarily functioning as a commuter service, provides the only bus service to Tilbury, Wheatley, Comber and Woodslee.

Besides taxicab service, other means of public transportation in Essex County include rail and air service and two ferry lines linking Pelee Island and the mainland. CNR rail passenger service is provided to Windsor, with no stops made between Windsor and Chatham. Public air transportation is also available from the Windsor airport to other points in Canada.

The difficulty in using the various modes of public transportation in Windsor and Essex County is compounded by the absence of interlocking schedules between them which would allow travellers on one to easily transfer to another. This problem is especially acute for residents of Pelee Island, who must first reach the mainland before these modes of public transportation become accessible.

Transportation over the 15 miles of water between Pelee Island and the Ontario mainland is a matter of special concern and difficulty. The only year-round link between the Island and the mainland is the mail plane, or charter or private planes. The airstrip on the Island was purchased by Pelee Township in 1972. This is the only municipally owned airstrip in Essex County. Other than private boats, the only other means of transportation to and from the Island is provided by two ferry companies. The Hooper Motorships Line operates a ferry between Scudder Dock on Pelee Island and Leamington, making runs from early spring until late fall (the exact dates depending upon ice conditions). This ferry is an important link for the Islanders with the mainland, carrying island residents and considerable freight as well as tourists. The other ferry, the M.V. Pelee Islander, is heavily used by tourists from Ohio. It travels between Sandusky, Ohio, the west dock on Pelee Island, and either Leamington or Kingsville.

SECTION VII: LIBRARIES

It would be hard to improve on the description of the purposes of the local library service given by Mrs. Hilda M. Brooke, the County Librarian, in her annual report to County Council on February 20, 1974. Mrs. Brooke described the purposes as follows:

Public Library service is part of this Council's contribution to the well-being of the individual, and to the enrichment of the quality of life in this County, through encouragement of informal self-education, assistance to formal education, and support of the cultural, education, social, leisure, professional and business activities of our communities. The public library promotes the spread of knowledge, disseminates information, and provides stimulus to intellectual, artistic and imaginative activity. The library is a counter-balance to mass media communication, since it gives the individual maximum freedom of choice from resources which represent all shades of opinion and which are freely accessible to every section of the community.

While the City and County library systems serve the same purposes, they do so in somewhat different ways. The City library system provides service to lenders through its central and six branch libraries but it also administers a large and varied collection housed in the central library. This large collection including periodicals and government documents is the base for a substantial reference service. The central library has study space for people making use of its collection. The maintenance, improvement and use of this collection requires the employment of a sizable group of professional librarians in addition to administrative and clerical staff. The Windsor Central Library, its collection and services are a resource of regional significance; regular use is made of it by County as well as City residents and visitors.

The other library systems in the area are essentially lending libraries. The County system includes twelve branches strategically sited throughout the County with additional service provided by a book mobile which visits

areas which are some distance away from a branch. The Leamington, Belle River and Pelee libraries provide local services and cooperate closely with the County library. Cooperation with Leamington is particularly close; the County library assists the Town library since many residents of Mersea Township make use of Leamington's facilities. Pelee Township makes a small annual grant to the County library (\$165 in 1974) for special services its residents receive. The essence of the County system is to make a wide selection of titles easily accessible to the residents of the nineteen municipalities it services by regularly rotating books between its branches. In addition each branch is an access point for the entire County system, and, through interlibrary loans, the provincial system. This aspect of the County library's activities is a significant one; the County library dealt with 8,946 special requests in 1974.

The Southwestern Regional Library System includes libraries in the Counties of Essex, Kent and Lambton. The Regional Director is Mr. F. C. Israel, the Windsor City Librarian; the Regional office is located in the Windsor Central Library. The System is financed by provincial government grants. It institutionalizes cooperation between local library systems and provides certain common services including the telex network which enables libraries to operate an effective interlibrary loan system. It also finances the acquisition of special collections which would be beyond the resources of individual libraries. The most notable example of this in Essex County is the film collection. In 1973 the provincial grant was \$235,377.

The nature of the County library and smaller libraries means that most of their personnel costs are for non-professional staff. Therefore personnel costs form a smaller proportion of their total expenditures than in the City.

The substantial increase in total expenditures by the City Board between 1972 and 1973 reflects the changes which occurred with the occupation of the new central library.

Data on library expenditures and holdings with some comparative statistics for other library systems are given in the following tables.

One measure of the worth of the library system is its value to people engaged in local research projects such as this study. It should be noted that much of the research for this study has been conducted in the Windsor central library making use of its collection and with the assistance of its staff.

MUNICIPAL LIBRARY SERVICE
IN ESSEX COUNTY

Essex County Library Branches *

Essex County Library Book

Mobile Stops

Other Municipal Libraries

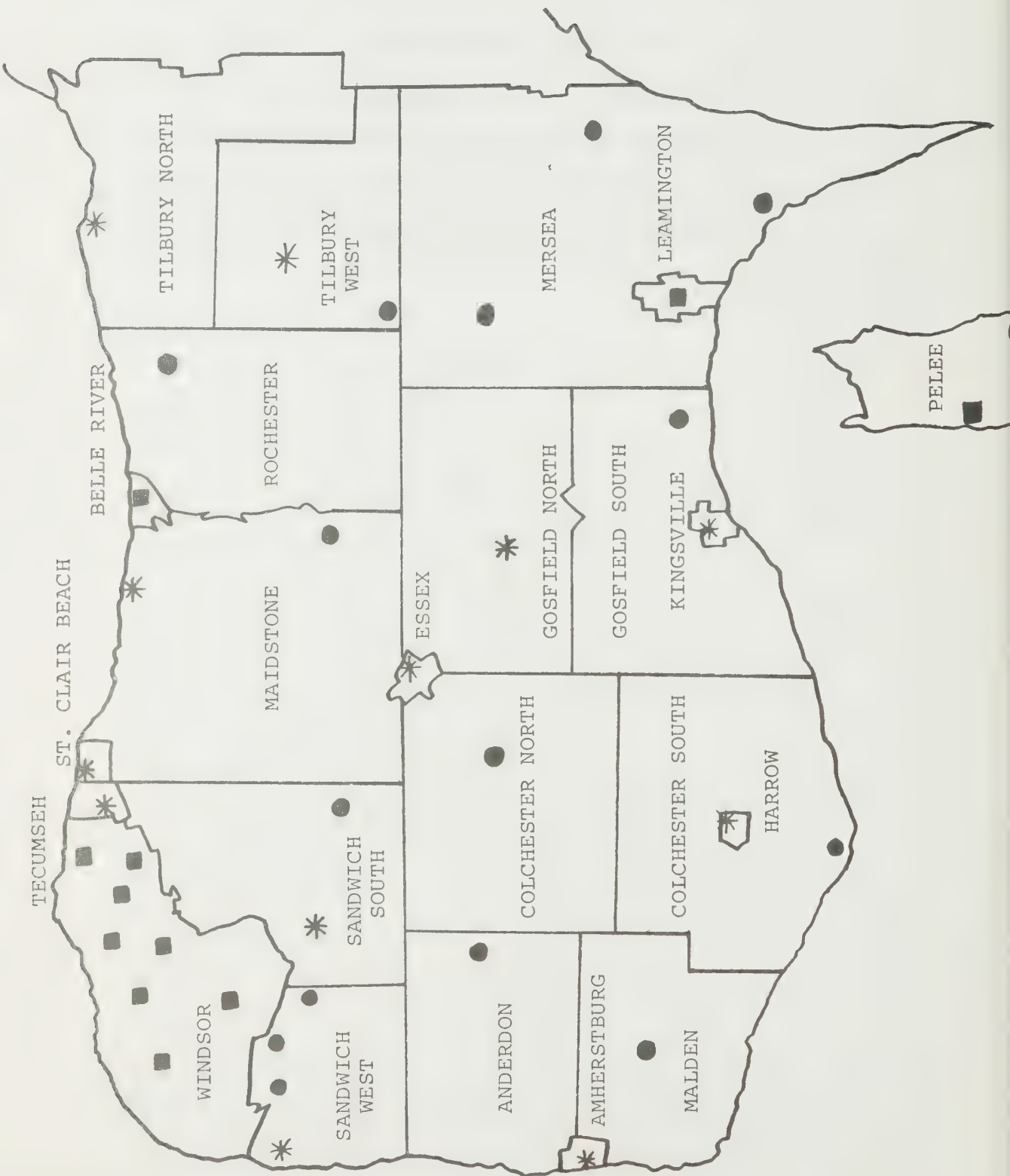


Table 27: LIBRARIES - SERVICE

Library Board		Professional Librarians	Service Points	Holdings # Volumes	Circulation
Windsor	1972	28	7	468,588	901,341
	1973	33	9	498,160	940,749
	1974	33	9	539,665	1,009,364
County of Essex	1972	2	12 + 2 mobile	130,608	328,530
	1973	2	12 + 1 mobile	140,330	320,886
	1974	1	12 + 1 mobile	149,628	354,061
Leamington	1972	2	1	34,113	95,314
	1973	1	1	37,702	92,137
	1974	1	1	35,000 (approx.)	79,324*
Belle River	1973	0	1	8,407	6,757
	1974	0	1	8,884	7,202
Pelee	1973	0	1	471	1,340
	1974	0	1	471	971

* Leamington suffered some losses as a result of water damage. The Leamington Library operated on restricted service for part of the year during the move into a new building.

Source: Public Library Statistics, 1972, 1973. Municipal Financial Reports 1974.

Table 28: LIBRARIES - FINANCE

Library Board		Total Expenditures \$	Source of Revenue			Expenditure per Capita \$
			Provincial %	Local %	Other %	
Windsor	1972	1,381,901	15.7	77.4	5.9	6.97
	1973	1,823,270	14.2	80.4	5.4	9.15
	1974	2,151,843	14.4	80.3	4.3	10.86
County of Essex	1972	317,048	29.3	63.2	7.5	3.61
	1973	367,652	32.4	56.6	11	3.94
	1974	397,766	36.6	60.2	3.2	4.17
Leamington	1972	51,487	12.4	78.8	8.9	5.14
	1973	70,731	19.1	70.3	10.6	6.69
	1974	61,661	22.4	72.1	5.4	5.80
Belle River	1973	6,350	29.2	30.8	39.2	2.05
	1974	6,857	52.2	45.6	2.2	2.16
Pelee	1973	1,006	31.9	56.7	11.4	3.88
	1974	1,169	49.5	50.5	0	4.10

Source: Public Library Statistics 1972, 73, Ministry of Colleges and Universities. Municipal Financial Reports 1974.

Table 29: COMPARATIVE STATISTICS: CITY AND COUNTY LIBRARIES, 1973

CITIES	Population	Expenditure Per Capita \$	% Local Contribution to Revenue	Holdings # Volumes	Professional Librarians
Windsor	199,250	9.15	80.4	498,160	33
Hamilton	303,794	7.90	76.25	667,504	38
London	232,660	9.69	75.96	436,547	37
Mississauga	199,678	6.24	77.2	263,475	21
Kitchener	121,441	7.21	72.9	317,736	13
COUNTIES					
Essex	93,276	3.94	56.6	140,320	2
Wentworth	74,842	4.72	60.4	138,079	3
Kent	57,831	4.13	60.2	162,336	2
Middlesex	49,828	5.27	67.3	129,112	2
Lambton	49,479	4.90	63.7	173,859	1

Source: Public Library Statistics 1973.

SECTION VIII: PUBLIC WORKS

Within this section, we shall individually examine the municipal provision of roads, waste collection and disposal services, water systems, sewage systems and drainage. However, prior to discussing these services, we shall provide a general overview of the differences in style among the public works departments within Essex County.

The greatest contrast in style shows up when comparing the way in which public works are provided by the City and by small towns and townships. The City department is much more complex with its large staff (many of whom have university training), clearly defined roles, a major supply of equipment, detailed coordination and mapping out of priorities. By contrast, in a small town or in a township, there are only a few public works employees, and only a limited amount of equipment available. Not many of these employees have special training of any kind, yet each of them (especially the town foreman or roads superintendent) must be able to cope with any problem that may arise.

In the City, there is a clearer differentiation between administrative and supervisory roles and the role of the manual worker. In a small town or township, the roads superintendent is quite likely to be out driving the grader or cleaning out a plugged culvert.

All public works functions in the City, with the exception of water, come under the supervision of the Public Works Commissioner. The town foreman or roads superintendent usually does not include within his jurisdiction all of the public works functions. These operations are splintered among several individuals, e.g. the council-appointed weed inspector, drainage commissioner and tile drain inspector as well as the various contractors, such as those for garbage collection and animal control.

The method of contact between the citizens and the City Public Works Department differs greatly from that in the towns and the townships. In the City, if people have a complaint or suggestion concerning public works, they will call City Hall and deal with a secretary and other employees whom they do not know. By contrast, in a small town or township, the town foreman or roads superintendent is frequently a long standing resident of the community and is personally known by many of the people in the area. Therefore, as an alternative to contacting the clerk's office or a council member, citizens will frequently go directly to the superintendent, meeting him on a face-to-face basis on the street or even going to his home to give their complaints or suggestions.

These variances in style are the result of the different services offered, the number of people served, and the resultant differences in size of operation. In order to better understand these differences in style, it is useful to take a closer look at the details of departmental structure and operation. The remainder of this introduction is devoted to describing the internal characteristics of some municipal public works structures.

The Public Works Department of the City of Windsor has a staff of 395 people, 121 of whom are indoor or supervisory staff. This staff includes eight professional engineers in addition to draftsmen, accountants, and other specially trained employees. As a result, the City Public Works Department is able to do much of its own design work for projects and can undertake technical studies which smaller public works departments have to leave up to consulting firms and private engineering companies.

This large staff exists not only because of the large population being served but also because the Public Works Department of the City is involved in more functions than

most of the other municipalities in Essex County. These functions include roadway maintenance (repairing road surfaces as well as cleaning ditches, curbs and gutters, street cleaning and flushing), maintaining the municipal drains, installing and replacing sidewalks, cleaning sewers, mowing and spraying weeds, dog control, collecting and disposing of garbage, and the operating of the pump stations and the sewage treatment plants. The Public Works Department also includes the "Equipment Division" which is responsible for the maintenance of the approximately 500 vehicle/equipment units owned and operated by the City of Windsor. This includes the vehicles of the Police Department as well as all other City departments except the Fire Department.

The wide range of duties and the large staff necessitate a carefully outlined organization, all members of which are ultimately responsible to the Commissioner of Works. Below the Commissioner, the structure is divided into nine sections, whose heads are directly responsible to the Commissioner. These are: the director of administrative services, the director of pollution control, the director of operations, and six engineering positions (the director of special projects, the field engineering supervisor, the subdivision engineer, the office engineer, the sewers engineer and the roads engineer).

The City Public Works Department has a series of operating manuals which spell out in considerable detail the step-by-step procedures for carrying out various functions. The Department also uses the Maintenance Management System, a technical method of setting objectives and judging goal attainment by using quantifiable units to measure time and costs involved in carrying out a particular operation.

The County of Essex is the only other municipality in this County which uses the Maintenance Management System in drawing up its public works budget and in judging performance. The Department of the County Engineer is made up of 36 people.

These include seven people at the Windsor Office (two engineers, two draftsmen, a surveyer, a stenographer and a bookkeeper) plus 29 roads employees based at the County pit located on County Road 18, northwest of Leamington.

The duties of the County Engineer and his staff are: County road surface maintenance, shoulder and roadside maintenance including cutting and spraying weeds, cleaning ditches, maintaining bridges and culverts, putting up signs on County roads, supervision of the three landfill sites and the approval of setbacks of new buildings from County roads.

When we come to consider towns and townships, there is a striking decrease in the size of the public works operation and in the types of services provided. Only Leamington and Sandwich West have sizable public works departments (about 15 employees each). Leamington is the only municipality other than the City and the County of Essex which has a professional engineer. It is also the only other municipality with full-time pollution control employees on its staff. The other towns have smaller public works operations. Most do not use their own staff for services such as garbage collection, animal control and sewage plant operation. Their main responsibilities are the taking care of streets, sidewalks and drains.

The townships tend to contract out many public works functions to private companies because there is not a full-time need for many services; therefore, the investment in equipment and personnel cannot be justified. In the townships, the main public works employee is known as the roads superintendent. Usually, he and his staff spend their time grading and filling potholes in the roads, cleaning ditches and spraying and cutting weeds.

Now that we have an understanding of the structures through which the public works services are delivered, we can turn our attention to an examination of some of these services themselves.

Part I: ROADS

The construction and maintenance of public roads in Essex County falls under three jurisdictions: 1) the Provincial Ministry of Transportation and Communications, 2) the County of Essex and 3) local municipalities. The mileage by municipality for County and local roads is found in Table 30.

The general operation of the public works departments in Essex County has been discussed in the introduction to this section. This, combined with the accompanying table which lists roads employees and equipment by municipality, provides a picture of the roads operation in each municipality. Therefore, in this part, discussion will be focused upon financial aspects.

Municipal expenditures on roads are subsidized by the provincial government through the Ministry of Transportation and Communications. Each year the Ministry makes an allocation to each municipality for road improvements. Up to the limit of the allocation, the Provincial Government will pay 50% of roads expenditures and 80% of bridge and culvert expenditures made by towns, villages and townships. All expenditures by the City of Windsor and the County of Essex are subsidized at a 50% rate. Pelee Township has a special arrangement with the Province. Here, the Province subsidizes the first \$15,000 of road expenditures at 80% and at 50% thereafter. Bridges and culverts are subsidized at an 80% rate on Pelee Island.

The Provincial Government distinguishes between urban and rural municipalities when deciding which items it will subsidize. The City, towns and village are classified as urban; the County of Essex and the townships are classified as rural. There are three differences between urban and rural subsidy structures:

- 1) In an urban municipality, the Province does not

subsidize capital expenditures on equipment and buildings, whereas it does in rural municipalities. However, urban municipalities are compensated by being allowed to charge to roads expenditures depreciation of equipment used whereas rural municipalities can charge only net operating costs.

2) The Province subsidizes overhead costs up to a maximum of 15% of project costs in rural municipalities but only up to 7% in urban municipalities. Overhead costs include salaries and expenses of supervisory and clerical staff and maintenance of works yards. 3) Engineering costs are also subsidized. In the case of rural municipalities, all engineering costs are subsidized. In urban municipalities, only if done by a specially hired consultant are all engineering costs subject to subsidy. If the municipality uses its own staff for engineering work, the Province subsidizes only engineering costs which do not exceed 5% of the project costs.

The Provincial reasoning behind differentiating between urban and rural municipalities in which items it will subsidize is based upon its perception that the public works department of an urban municipality deals with a diversity of service areas whereas in a rural municipality the works department focuses upon roads. This difference means that if the Province were to fully subsidize expenditures on equipment, buildings and staff in an urban department, it would be subsidizing operations other than roads, e.g. garbage collection and operation of sewage plants.

The other provincial financial involvement in subsidizing municipal expenditures on roads is on what are called connecting link roads. These are roads through cities, towns and villages joining two pieces of provincial highway. In municipalities with a population below 2,500 (Harrow and St. Clair Beach in Essex County), the Province pays 100% of municipal costs in maintaining connecting link roads. In other municipalities, the Province pays 90%.

There are two places where money is exchanged between municipalities to cover expenditures on roads. The one is money given by the City of Windsor to the County of Essex for the County's operation of the Suburban Roads System. The other is the urban road rebate paid by the County of Essex to the towns and village within the County.

The functions and operation of the Suburban Roads Commission were discussed in Research Report #2, pages 43 and 44. The Suburban Roads System is made up of those roads considered to be the commuter-shed of the City. Forty-four percent of all County road mileage is classified as suburban. The County of Essex takes care of the Suburban Roads System as a regular part of its road system. For this service, the City pays to the County 25% of the costs; the Province pays 50% and the County pays the remaining 25%.

The net cost of roads to the County of Essex is paid for through the County's levy on its member municipalities. The towns and village do not contain within their boundaries roads constructed and maintained by the County whereas the townships do. To compensate for this difference, the County gives the towns and village a roads rebate. This rebate is 40% of the total road costs levied on the municipality.

Having examined sources of funding, we shall now look at the actual road costs in the municipalities. From Table 32 we can arrive at some indication of the relative costs of constructing and maintaining roads in the various types of municipalities. These figures must be approached with caution since costs (especially construction costs) may vary considerably from year to year. The columns which are of special interest in this table are those showing costs per mile (particularly maintenance costs per mile) and miles of road per 1000 population.

Maintenance costs per mile in the City are $6\frac{1}{2}$ times as great as the average maintenance costs per mile in the townships excluding Sandwich West and Pelee. In miles of road per 1000 population, the situation is exactly reversed. The average miles of road per population in the townships (excluding Sandwich West and Pelee) is $6\frac{1}{2}$ times greater than in the City. The correlation between these two figures is not coincidental although it is amazing that they so exactly balance out. Miles per 1000 population is much higher in the townships because of the relatively dispersed population. Costs per mile of road is much lower because the roads are not as intensively used as in the City. Therefore, city roads must be of a more expensive quality. Not only is the road surface more expensive in the City than in the townships, but also the accoutrements of the roads are much more expensive in the City. Curbs, gutters and sidewalks add to the costs. The higher per mile costs of road construction in the City is also indicated by the table which shows net long term liabilities incurred from financing road expenditures. The figures for the City are much higher than elsewhere in Essex County. Only two townships have incurred long term liabilities to build roads.

This discussion of patterns in roads expenditures has concentrated upon the two extremes - the City and the townships. The towns and village fall along a continuum between these two extremes with the larger towns tending to be closer to the City in pattern. This trend is explained by the increasingly more dense population concentration and the resultant need for, and demand for, different and more expensive types of road structures.

Although all public roads in Essex County may be used by anyone, there is a very sharp delineation of who is responsible for the maintenance of each road. There is virtually no interaction among municipalities in the physical taking care of roads. The level of interaction between the County Engineer and the roads superintendents in the County

illustrates this point. The County Engineer meets other roads superintendents only on social occasions. There is no setting up of a means for sharing equipment. For example, in the event of a heavy snowstorm there is no formal arrangement or plan by which a township snowplow would plow the adjacent County roads.

The County of Kent is responsible for the overall maintenance of the Essex-Kent County boundary; the County of Essex is responsible for winter maintenance on this road (snowplowing, salting and sanding). The costs are shared between the two counties.

Table 30: ROAD MILEAGE BY MUNICIPALITY

Municipality	Miles of Local Roads	County Roads per Municipality	Total County & Local	% County Roads
Windsor	450.06	-	450.06	-
Amherstburg	17.2	-	17.2	-
Belle River	12.6	-	12.6	-
Essex	16.1	-	16.1	-
Harrow	9.6	-	9.6	-
Kingsville	17.2	-	17.2	-
Leamington	36.2	-	36.2	-
Tecumseh	16.5	-	16.5	-
St. Clair Beach	7.5	1.7	9.2	18.5
Anderdon	51.1	21.5	72.6	29.6
Colchester North	70.8	29.8	100.6	29.6
Colchester South	78.8	16.5	95.3	17.3
Gosfield North	56.3	23.1	79.4	29.1
Gosfield South	58.7	19.9	78.6	25.3
Maidstone	104.4	40.9	145.3	28.1
Malden	45.0	11.2	56.2	19.9
Mersea	118.4	41.1	159.5	25.8
Pelee	48.2	-	48.2	-
Rochester	64.2	33.1	97.3	34.0
Sandwich South	64.5	27.8	92.3	30.1
Sandwich West	55.0	14.3	69.3	20.6
Tilbury North	55.9	22.5	78.4	28.7
Tilbury West	46.3	16.4	62.7	26.2
TOTAL	1500.6	319.8	1820.4	

County roads are 26.9% of all County and local roads in the townships (excluding Pelee).

Table 31: ROADS EMPLOYEES AND EQUIPMENT BY MUNICIPALITY, JUNE 1975.

Municipality	Employees		Dump Trucks	Graders	Tractors	Equipment		Pick-up Trucks	Other Equipment	Municipally-owned Gravel Pits
	FT	PT & Seasonal				Front End Loaders				
Windsor	65		69	3	11	14		56	plus 377 other vehicle/equipment units *	
Amherstburg	12		5			2			street sweeper, tree clipper	
Belle River	2	2	1	1	1			1		
Essex	6		1	1		1			sweeper	
Harrow	3				1					
Kingsville	7		1		1				sweeper, roller	
Leamington	6	6	1	1	1				stake trucks	
Tecumseh	5		2		2	1		1	sweeper	
St. Clair Beach	1								water pump	
Anderdon	2	3	2	1		1				
Colchester North	2	1	1	1	1	1		1		
Colchester South	3	2	2	1	1	1		1		
Gosfield North	2		1	1	1			1	backhoe loader	1 - depletion in 1978
Gosfield South	2		1	1	1	1		1		1 - depletion in 1980

Table 31 (continued)

Municipality	<u>Employees</u>		Dump Trucks	Graders	Tractors	<u>Equipment</u> Front End Loaders	Pick-up Truck	Other Equipment	Municipally-owned Gravel Pits
	FT	PT & Seasonal							
Maidstone	4		3	2	1	1	1		
Malden	2	1	1	1				sprayer	
Mersea	4		2	2	1	1	1	sprayer	2 - depletion in 1978 & 1985
Pelee	4		1	1	1	1			
Rochester	2		1	1		1	1	sprayer, mower	
Sandwich South	4		2	1			1	backhoe, 2 snow-plows, sander	
Sandwich West	10		5	1	1		2	backhoe, salter, 2 rollers, tar kettle, tank distributor	
Tilbury North	2		1	1	1		1		
Tilbury West	2		1	1				sprayer	
County of Essex	36		11	4	2	1	4	bin & shaker, stake truck, backhoe, roller, tar kettle, mixer	2 - depletion in 2000

*This covers not only equipment used by the Public Works Department but all equipment owned by the City of Windsor excluding the Fire Department.

Source: Information as reported by municipalities to the Ministry of Transportation and Communications, June 1975.

Table 32: ANALYSIS OF 1974 ROADS EXPENDITURES BY MUNICIPALITY

Municipality	Miles of Road under jurisdiction of munic.	Miles per 1000 population	Const. Costs per mile \$	Maintenance cost per Mile \$	Overhead costs per mile \$	Total Costs per Mile \$	Total Costs per pop. \$	Total Costs per \$'000 equalized Assessment \$
Windsor	450.06	2.3	7,556	7,238	1,036	15,829	35.96	3.78
Amherstburg	17.2	3.0	13,478	5,529	1,331	20,338	60.87	6.53
Belle River	12.6	4.0	-	3,969	278	4,247	16.84	2.31
Essex	16.1	3.2	3,169	4,731	553	8,453	27.38	4.91
Harrow	9.6	5.1	3,174	3,504	467	7,146	36.59	4.33
Kingsville	17.2	3.9	1,584	3,171	299	5,055	19.75	2.74
Leamington	36.2	3.4	2,032	2,549	413	4,994	17.01	1.90
Tecumseh	16.5	3.3	17,648	3,278	1,465	22,391	74.02	10.52
St.Clair Beach	7.5	3.9	26,696	2,413	2,037	31,146	121.92	12.70
Anderdon	51.1	10.6	1,017	1,535	304	2,856	30.20	2.89
Colchester North	70.8	20.8	676	884	220	1,779	36.92	4.85
Colchester South	78.8	16.7	635	1,230	281	2,147	35.88	3.87
Gosfield North	56.3	16.0	1,126	857	236	2,220	35.56	3.90
Gosfield South	58.7	8.8	826	953	317	2,097	18.49	2.01
Maidstone	104.4	12.8	1,405	1,803	260	3,468	44.37	3.08
Malden	45.0	11.7	737	1,156	594	2,487	28.98	3.00
Mersea	118.4	13.2	1,661	972	231	2,865	37.81	3.48

Table 32 (continued)

Municipality	Miles of Road under jurisdiction of munic.	Miles per 1000 population	Const. Costs per mile \$	Maintenance cost per Mile \$	Overhead costs per Mile \$	Total Costs per Mile \$	Total Costs per pop. \$	Total Costs per \$'000 equalized Assessment \$
Pelee	48.2	182.6	-	439	120	559	102.14	4.96
Rochester	64.2	15.8	1,224	1,026	269	2,519	39.78	4.03
Sandwich South	64.5	12.7	383	1,073	618	2,075	26.34	2.56
Sandwich West	55.0	4.0	3,890	2,976	875	7,741	30.95	3.82
Tilbury North	55.9	19.1	1,581	654	286	2,521	48.03	3.80
Tilbury West	46.3	28.9	731	1,548	166	2,445	70.57	10.69
County of Essex	319.8	4.4	2,153	2,635	975	5,764	25.08	-

Source: Ministry of Transportation and Communications, Province of Ontario.

Table 33: ROADS: NET LONG TERM LIABILITIES AS OF
DECEMBER 31, 1974

Municipality	Roadways \$'000s	\$'s per Mile	\$'s per Population	\$'s per 1000 Assessment
Windsor	10,658	23,681	53.80	5.66
Amherstburg	17	988	2.96	.32
Kingsville	13	755	2.95	.41
Leamington	114	3,149	10.72	1.20
Tecumseh	56	3,393	11.22	1.59
Anderdon	33	645	6.83	.65
Sandwich West	77	1,400	5.60	.69

Those municipalities not listed do not have long term liabilities for roads.

Part II: GARBAGE COLLECTION AND DISPOSAL

Garbage Collection

In the towns, garbage collection is fairly evenly divided between service by the town and service by a private contractor. When a private contractor is used, the contract is always with the town, and in all cases but one (Harrow), the entire town is serviced.

In the townships, it is always the private contractor who provides the service. He may either have a contract with the township or arrangements with individual householders. In those townships where the contract is with the municipality (10 townships), the contract is almost always for a limited geographical area, these areas tending to be the more urban sections of the townships. (The one exception is Sandwich West, an almost entirely urbanized township, where the entire municipality is serviced).

Outside these designated areas, the arrangement is directly between the householder and the contractor, with service being optional. There are only four townships in which the only arrangement available is directly between householder and contractor.

In those places where the municipality offers service to all the residents (this situation includes only one township), the payment for service is part of the general mill rate. However, in those places where service is offered only to limited areas, those residents so serviced pay a special tax charge except for the police village of Comber in Tilbury West where the payment is part of the Comber mill rate. When the arrangement is between contractor and householder, the householder pays the contractor directly.

Table 34: GARBAGE COLLECTION

Municipality	Collector	Collection Area	Householder Payment for Service	Frequency for Regular Service*
Windsor	municipality; 43-50 FT employees, 23-28 packers and loaders private constructor+ + as of August 25, 1975 the municipality will take over service for entire City	core of city suburban areas	on general mill rate on general mill rate	one pick-up per week one pick-up per week
Amherstburg	municipality 3 FT employees 2 packers 1 U-haul truck on heavy days	entire town	on general mill rate	two pick-ups per week
Belle River	private contractor contract with muni- cipality; \$1000/month + \$1.40/month per new household	entire town	on general mill rate	one pick-up per week
Essex	private contractor- contract with munic. tender - \$36,000/year	entire town	on general mill rate	one pick-up per week
Harrow	private contractor - contract with munic. \$15.50/household/year	entire town except for farms 5 acres or more (these are optional)	special tax charge	two pick-ups per week
Kingsville	municipality 3 FT employees, 4 days	entire town	on general mill rate	two pick-ups per week

Municipality	Collector	Collection Area	Householder Payment for Service	Frequency for Regular Service*
Leamington	municipality 6 FT employees 2 packers	entire town	on general mill rate	two pick-ups per week
Tecumseh	private contractor contract with munic. \$1./household/pick-up	entire town	on general mill rate	two pick-ups per week
St. Clair Beach	private contractor contract with munic. \$1.45/household/month	entire village	on general mill rate	two pick-ups per week
Anderdon	private contractor contract with munic. \$2.20/household/month	limited area	special tax charge	two pick-ups per week
Colchester N.	private contractor contract with munic. \$22.80/household/year	limited area	special tax charge	one pick-up per week
Colchester S.	private contractor contract with munic. \$17./household/year	limited area	special tax charge	two pick-ups per week in summer; one pick-up per week in winter
Gosfield N.	two private contractors arrangement with householder	optional	householder directly to contractor	one pick-up per week
Gosfield S.	private contractor contract with munic. \$24./household/year	limited area	special tax charge	two pick-ups per week in four summer months; one pick-up per week in eight winter months

Table 34 (continued)

Municipality	Collector	Collection Area	Householder Payment for Service	Frequency of Regular Service
Maidstone	private contractor contract with munic. tender - \$14,000/year	limited area	special tax charge	two pick-ups per week
Malden	private contractor contract with munic. \$1.46/household/month	limited area	special tax charge	two pick-ups per week in five summer months; one pick-up per week in seven winter months
Mersea	private contractor arrangement with householder	limited area optional	householder directly to contractor	
Pelea	private contractor arrangement with householder	optional	householder directly to contractor	
Rochester	private contractor arrangement with householder	optional	householder directly to contractor	one pick-up per week
Sandwich S.	private contractor contract with munic. \$18/household/year	limited area	special tax charge	two pick-ups per week
Sandwich W	private contractor contract with munic. \$64,796/year	entire township	on general mill rate	one pick-up per week
Tilbury N.	private contractor contract with munic. \$25/household/year	limited area	special tax charge	two pick-ups per week in three summer months; one pick-up per week in nine winter months
Tilbury W	private contractor contract with police village of Comber \$33./household/year	Comber	on mill rate for Comber	two pick-ups/week in four summer months; one pick-up in eight winter months

Garbage Disposal

With the exception of Pelee Township, which has a municipal dump, the only method of garbage disposal now in use by Essex County municipalities is sanitary landfill. The construction and operation of landfills is regulated by the Environmental Protection Act of Ontario. The Ministry of Environment controls construction by means of the Certificate of Approval, which is issued by its District Office only after the office has approved a site development plan submitted by the party wishing to build a landfill. Certificates of approval also control operation of the landfill since these certificates must be renewed annually, renewal being based on inspection reports from the District inspectors, who view the landfills about twice each year.

The Ministry cannot close a landfill unless there is a clear and gross violation of regulations. However, the District Medical Officer of Health has the power to close a landfill if there is evidence of a potential health hazard to the community.

All municipalities in the County belong to one of three landfill sites, all opened in 1970:

Site I - Colchester N	Site II - Gosfield S	Site III - Maidstone
Amherstburg	Kingsville	Belle River
Essex	Leamington	Tecumseh
Harrow	Gosfield North	St. Clair Beach
Anderdon	Gosfield South	Maidstone Rochester
Colchester North	Mersea	Sandwich South*
Colchester South		Tilbury North
Malden		Tilbury West
Sandwich South		Windsor (joined in June 1973)
Sandwich W		

*Sandwich South uses both Landfill Sites #I and III. In 1974

65% of its garbage went to Site #I and 35% to Site #III.

Sandwich South has representation only on the Landfill

Committee for Site #I.

For each landfill site, there is a Landfill Committee composed of one council member from each participating municipality except Windsor, whose representative is a staff member of its Public Works Department.

Landfill sites I and III are administered differently from Landfill site II. Sites I and III are managed by the County Administrator with the committee functioning in an advisory capacity, having control only over budget approval and expenditures; Site II is managed by the Landfill Committee itself, whose secretary-treasurer (a Leamington municipal employee) is in charge of billing, record-keeping, banking and so on.

The County Administrator has ultimate responsibility for all three landfills because the County owns the land on which the landfills were built, and the certificates of approval for all three are in the County's name. Accordingly, County engineers keep track of on-site operations at all three landfills and have authority to issue orders relating to the physical management of the landfill. The actual landfill operations are contracted out to private companies. The scale house operators are either County employees (Sites I and III) or employed by the Committee (Site II). The scale house operators are responsible for weighing in all customers as well as keeping records.

The County of Essex is the owner of all three landfill sites. It originally debentured the purchase of the properties as well as their development as landfill sites, but did not include the purchase of equipment (the scales and scale houses) which are included in operating costs. The debenture charges are part of the County budget and are charged back to the municipalities as part of the general County mill rate. The City of Windsor pays for its share of these capital costs in its per ton charge.

At Landfill Sites I and III, all operating costs, including administration, the contract, amortization of equipment, and miscellaneous expenses, are paid by a per ton charge to the member municipalities, which are billed monthly. The per ton charge is determined at the beginning of the year when the budget is drawn up.

At Landfill Site II, administration costs (charges from Leamington for administrative services) are paid at the end of each year on the basis of the individual municipality's proportion of the total tonnage deposited. This figure is derived by adding together waste delivered directly to the site by individual charge and cash customers, as well as that delivered by or for the municipalities themselves. All other operating costs are charged on a per ton basis as in Sites I and III.

Table 35: OPERATING COSTS OF LANDFILL SITES, 1974

	Site I (Colchester N)	Site II (Gosfield S)	Site III (Maidstone)
Total Tonnage Deposited in 1974	20,881	43,891	235,448
Expenditures, 1974	\$66,757.	\$70,287.	\$257,529.
Actual Cost per ton deposited	\$3.2	\$1.60	\$1.09
1974 per ton charge to customers	\$2.50+	\$1.50*	\$2.50+ (Windsor \$1.38)

* This charge does not include administration costs whereas the \$1.60, under actual cost per ton deposited, does include administration costs. All figures for Sites I and III include administration costs.

+ Includes 5¢ per ton set aside for development of the sites when they are filled.

Financially, Sites I and III are operated as a unit. This means that, although the actual cost per ton deposited is much

lower at Site III than at Site I, the costs of the two sites were averaged to arrive at a common charge per ton of \$2.50 in 1974. In actuality, each member municipality did not pay exactly \$2.50 per ton deposited at Sites I and III. A special calculation is used to compensate those municipalities which must drive a greater distance to arrive at the landfill site and thus incur greater delivery costs. (This extra delivery cost explains some of the differences in contract costs for garbage collection which show up in Table

For example, in 1974 in Site III, Maidstone, the municipality in which the landfill is located, paid \$2.64 per ton. By contrast, Tilbury North, the municipality most distant from the site, paid only \$2.31 per ton delivered. However, the City of Windsor is not included in the calculations undertaken to balance charges between Sites I and III. In 1974, rather than paying \$2.50 per ton, the City paid \$1.38 per ton. This lower figure is based upon the very high volume generated by the City which dramatically lowers the per ton operating costs at Site III. (In 1974, 93% of the garbage deposited in Site III came from Windsor.) The \$1.38 per ton charged to the City in 1974 included operating costs, management fees paid to the County and Windsor's agreed-to portion of the capital costs.

The actual cost per ton deposited varies considerably among the three sites: \$3.20 at Site I, \$1.60 at Site II and \$1.09 at Site III. There are two major factors which affect costs per tone: volume and garbage and soil conditions. Site I in Colchester North has heavy clay soil with a high water table making it impossible to dig down deeply. This combined with a very low volume of garbage makes Landfill #1 a very high cost operation. Site III (Maidstone) also has heavy clay soil but this is offset by the very high volume of garbage generated by the City which makes for more efficient use of equipment and, as a result, considerable savings. Site II in Gosfield South is blessed by good volume (because

of Heinz and the vegetable growers) and excellent soil conditions (sandy). In addition, the fact that the contractor's own business is next door to the landfill site means that a minimum of equipment can be kept on the site with more equipment brought in only at peak times. These three factors combine to make Landfill Site II a much more economical operation than Site I.

When the three sites were established in 1970, projection studies estimated the lifespan of the fills at about twenty years, which leaves about 15 years before alternate solutions to waste disposal must be provided. No definite plans have been made to determine what these alternatives will be, nor have there been any decisions as to how the landfills will be used once they are filled. Since each section of landfill must be covered with two feet of topsoil and seeded with grass, the way is prepared for future use as some kind of green area. The Landfill Committees at Sites I and III have begun discussions of what will be done and have informally contacted the Essex Region Conservation Authority to see if they have any interest in the sites. The Committee has also set aside five cents per ton out of their cost per ton charge to be used for development of the sites when the time arrives to make a definite decision as to their future use.

Table 36: GARBAGE COLLECTION AND DISPOSAL: EXPENDITURES

Municipality	1970	1971	1972	1973	1974	% increase 1970-74
Windsor	2,215,450	2,132,217	2,086,326	2,342,394	2,434,916	9.9
Amherstburg	45,798	50,074	87,673	63,690	60,984	33.2
Belle River	12,424	16,302	18,392	23,624	18,195	46.5
Essex	16,221	22,395	20,742	36,785	28,610	76.4
Harrow	13,066	13,089	15,780	15,698	14,672	12.3
Kingsville	27,919	29,156	28,453	31,789	39,838	42.7
Leamington	74,341	74,146	77,118	82,067	86,715	16.6
Tecumseh	30,663	28,952	33,068	40,789	33,854	10.4
St. Clair Beach	11,176	11,570	12,589	12,780	11,370	1.7
Anderdon	13,375	20,053	21,698	23,996	26,250	96.3
Colchester North	105	7,745	5,833			
Colchester South	22,816	25,905	27,354	26,997	29,015	27.2
Gosfield North	703	1,178	1,733	739	ø	-
Gosfield South	21,403	21,172	30,262	28,509	33,021	54.3
Maidstone	13,801	22,516	23,398	26,212	23,097	67.4
Malden	14,145	15,879	17,555	19,087	20,057	41.8
Mersea	4,105	2,408	1,728	58	5	-
Pelee	ø					
Rochester	2,706	4,686	5,838	5,780	5,936	119.4
Sandwich South	644	2,235	3,871	6,033	5,610	771.1
Sandwich West	42,947	46,422	43,334	51,492	85,498	99.1
Tilbury North	11,685	17,949	18,900	21,175	22,766	94.8

Part III: WATER SYSTEMS

A major function of urban municipalities is the procurement and treatment of a reliable water supply, and the distribution of that supply to its residents. In the less densely populated areas, the municipalities do not assume responsibility for water supply and distribution. We find that in the townships, with the exception of urbanized Sandwich West, water lines exist only to connect a neighbouring town with its water source or as a special extension from a town to a hamlet within the township. In the other cases, it is left up to the individual householder to find a source of water - generally a well.

Table 37: WATER SYSTEMS IN ESSEX COUNTY, JULY 1975

System	Owner of Intake and Treatment Plant	Others Served
1. Amherstburg Area	Ministry of Environment agreement with Amherstburg, Anderdon and Malden	Anderdon has agreement with Colchester N. to supply water to McGregor
2. Windsor	Windsor	All of Sandwich W. and part of Sandwich South
3. Windsor-Tecumseh	Windsor and Tecumseh	Tecumseh has agreement to supply water to St. Clair Beach and part of Sandwich South
4. Belle River	Belle River	parts of Maidstone and Rochester
5. Stoney Point	Tilbury North	Comber in Tilbury W
6. Harrow-Colchester S.	Ministry of Environment agreement with Harrow and Colchester South	
7. Union Water System	Ministry of Environment agreement with Essex, Kingsville (1975), Leamington, Gosfield N., Gosfield S., Maidstone, Mersea, Rochester, & H.J. Heinz (discussion of extension into Sandwich South) in process of purchasing from the Ministry	

Water Systems in Kent County serving residents of Essex County:

1. Town of Tilbury has water lines extending into Tilbury North.
2. Wheatley has a line extending into Mersea.

As can be seen from the accompanying table, the limits of each water system do not correspond to municipal boundaries; for in no case does a water system serve only one municipality.

In many instances the pattern of cooperation in water supply is that of a highly urbanized municipality extending its water system into the strip development or hamlet in a neighbouring, primarily rural, township. The situation between Windsor and Sandwich West and between Tecumseh and St. Clair Beach are exceptions to this pattern since both Sandwich West and St. Clair Beach are highly urbanized throughout but are neither partners in the whole system nor truly operators of their own system. In the situation where one municipality supplies water to another, the receiving municipality is responsible for having the water lines constructed within its own municipality. Besides merely delivering water to the municipal boundary, the supplying municipality may also provide other services such as directly billing residents in the receiving municipality, making householder water connections servicing fire hydrants and general maintenance.

In four of the water systems in Essex County, municipalities operate as partners rather than as supplier and receiver of services. In only one of these, the Windsor-Tecumseh system, do the municipalities actually jointly own and manage the water treatment plant. In the other three cases, the treatment plant is owned and operated by the Ministry of Environment. The member municipalities purchase water from the Ministry. They discuss plans and problems with the Ministry through the mechanism of either a joint board or an advisory committee.

Joint systems are only joint in the ownership and operation of the treatment plant and the trunk water main. Each member municipality remains individually responsible for setting up and operating the water distribution system within its own boundaries.

The municipal council and its administrative employees are not usually directly involved in operating the water system. The pattern in Ontario has been to place this responsibility into the hands of a utilities commission, which is a body directly elected by the residents of the municipality. There are eight commissions in Essex County which have the responsibility for water supply and distribution. Only two of these commissions are in townships (Anderdon and Malden). (For a listing of these commissions, see Research Report #2, page 50.)

Since it is surrounded by large bodies of water, a source of water supply is not a major problem in Essex County. There are certain problems created by higher needs during some seasons than others and by the flat terrain which has serious effects upon water pressure. The main area of controversy in the Essex County water systems, however, is the interaction between non-farm development in the townships and the extension of water lines. Allowing strip development along roads soon brings demands for lengthy and costly extensions of water lines. These extensions encourage further strip development. It is important to be aware of the implications of water line extending or restraining policies upon development and planning in the townships.

Map 3

ESSEX COUNTY WATER SYSTEMS
AS OF July 1975

— Completed Water Lines

--- Planned Water Lines

○ Interconnections between systems

▲ Water Treatment Plants

1. Amherstburg area

2. Windsor

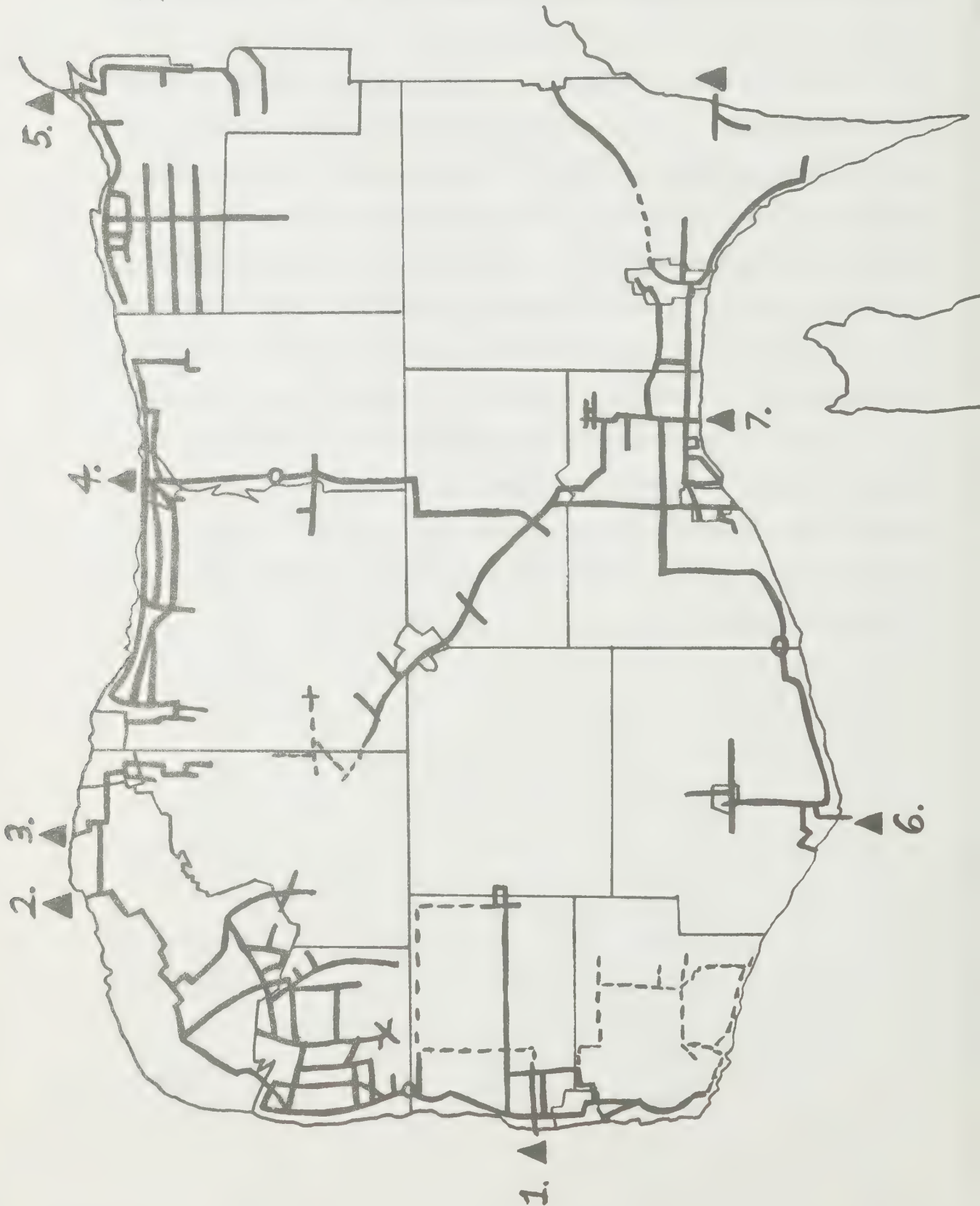
3. Windsor - Tecumseh

4. Belle River

5. Stoney Point

6. Harrow - Colchester South

7. Union Water System



Part IV: SANITARY SEWAGE SYSTEMS

The limitations being placed upon further installation of septic tanks in this County and in the Province as a whole have forced the municipalities to become involved in developing sewage systems, including treatment plants and sanitary sewers.

Before anyone can install a septic tank anywhere in Essex County, they must receive a certificate of approval signed by the Medical Officer of Health of the Metro Windsor-Essex County Health Unit. The Health Unit has an agreement with each municipality in the County which states that building permits will not be issued for new houses until the applicant has received approval for septic tank installation from the Medical Officer of Health, or unless the applicant will be connecting with a municipal sewage system. There are four major factors which the inspectors from the Health Unit take into consideration when determining their approval or rejection of an application for septic tank installation.

1) Elevation: No septic tanks are permitted in lands lying below a certain elevation because the high water table in low-lying areas would result in sewage running directly into surface water streams.

2) Lot size: If there is no access to municipal water works, the minimum lot size is 15,000 square feet. If there is a public water supply, the minimum lot size is 7,500 square feet. The lot size restrictions are set to ensure that sufficient land is available to install an adequate seepage network.

3) Type of soil: The Board of Health also bases its decision upon the percolation rate of the soil (i.e. the speed and ease with which liquids will penetrate downwards). The heavy clay soils in many parts of Essex County frequently have very slow percolation rates. These low percolation rates necessitate restriction upon septic tank installation since effluent will run into surface waterways rather than being absorbed by the soil.

4) Planning: The Medical Officer of Health will not approve a septic tank application unless he is satisfied that the construction of a building on that site does not contravene the official plan of the municipality or unless a severance has already been granted by the municipality.

Since these restrictions on septic tanks are strictly enforced, municipalities find themselves in the position of having to develop sanitary sewage systems in many parts of their communities if they desire further development. The concern with this state of affairs and the effort to deal with it is reflected in the lengthy list of projects presently under consideration (see Table 39). Some of these planned projects are already under construction while others have gone to tender. Several more are still in the very preliminary discussion and/or design stage and could change considerably before being developed. Table 39 does not include projects for construction and extension of sewage lines in areas that have access to existing treatment plants, e.g. the major sewage works now beginning in Sandwich West which will be relying upon the facilities of the West Windsor Plant for treatment.

An examination of Tables 38 & 39 points out a contrast between existing and proposed systems. Most of the existing systems are owned by the municipalities. All of the proposed treatment systems are to be under the ownership and management of the Ministry of the Environment. The reason for this shift is the high cost involved. The smaller municipalities are now finding themselves forced to develop sewage systems. However, they are overwhelmed by the cost and, therefore, seek Provincial financial assistance in return for which they must accept provincial ownership and operation.

Even those municipalities which have already developed sanitary sewage systems are facing major capital expenditures

in the future. There are two factors which make these expenditures necessary. The first is that often only parts of the municipality are now covered by trunk and secondary sewage lines. Windsor is a major example of this situation. The breakdown of the septic tank system in South Windsor has resulted in the storm sewers becoming carriers of sanitary sewage as well as storm water. But these pipes, which were originally intended to carry only storm water, empty directly into the Grand Marais Drain which is an open drain. Therefore, Windsor faces major capital costs in extending its sewage system into this area.

The other major expense faced by municipalities who already have sewage systems is the cost of separating storm and sanitary sewers. Combined sewers (sewers carrying both storm water and domestic waste) overload the sewage treatment facilities because they considerably increase the quantity of inflow. In a lagoon system, such as those of Essex and Kingsville, this increased flow causes the lagoon to overflow and constantly discharge inadequately treated sewage into neighbouring streams. Municipalities with treatment plants (Amherstburg, Leamington, and Windsor) find that combined sewers with their additional burden of storm water, overburden the capacities of their plants. In recognition of this problem, during the past fifteen years, the Ministry of the Environment has required all subdivisions to install only separated sewer systems.

Table 38: SEWAGE TREATMENT SYSTEMS, JULY 1975

Name of System	Owner	Others Served	Level of Treatment
1. Amherstburg, Anderdon, Malden, Treatment Plant	Amherstburg, Anderdon, Malden	-	primary
2. West Windsor Plant	Windsor	will serve Sandwich W	primary & some chemical
3. Little River Sewage Treatment Plant	Windsor	Tecumseh, St.Clair Beach	secondary
4. Essex	Ministry of the Environment - agreement with Essex	-	lagoon
5. Kingsville	Kingsville	-	lagoon
6. Leamington Pollution Control System	Leamington	-	primary
coordinated with Heinz plant			secondary

Table 39: SEWAGE TREATMENT SYSTEMS UNDER CONSTRUCTION OR CONSIDERATION

Name of System	Owner	Others Served	Level of Treatment
1. Belle River - Maidstone	Ministry of the Environment - agreement with Belle River & Maidstone	-	secondary
2. Stoney Point	Ministry of the Environment - agreement with Tilbury North	-	lagoon
3. Lighthouse Cove	Ministry of the Environment - agreement with Tilbury North	-	lagoon
4. Comber	Ministry of the Environment - agreement with Tilbury West	-	lagoon
5. Cottam	Ministry of the Environment - agreement with Gosfield North	-	lagoon
6. Kingsville-Gosfield South	Ministry of the Environment - agreement with Kingsville and Gosfield S	-	primary
7. McGregor	Ministry of the Environment - agreement with Colchester North	-	lagoon
8. Harrow - Colchester South	Ministry of the Environment - agreement with Harrow & Colchester South	-	lagoon
9. Edgewater Beach	Ministry of the Environment - agreement with Anderdon	-	lagoon

Part V: FINANCING WATER AND SEWAGE SYSTEMS

Since the capital costs involved in constructing water and sewage systems are high, municipalities seek outside funding thus hoping to ease the financial burden upon their residents. Financial assistance can be obtained from both the federal and provincial governments.

The federal government, through the Central Mortgage and Housing Corporation, will lend money to municipalities or the Province for the construction of sewage treatment facilities and trunk sanitary sewer lines. It usually will lend 65-70% of the actual construction costs. C.M.H.C. then forgives 25% of this loan, i.e. 25% of the money does not have to be paid back.

The federal financial assistance is for sewage systems but not for water systems. The three provincial programmes that we shall now discuss are for the financing of both sewage and water systems. These programmes are administered through the Ministry of the Environment.

1) Provincially-owned water and sewage works for areas: If the Ministry designs and develops a project to serve two or more municipalities, it will write off 15% of the capital costs. The participating municipalities pay the rest of the capital costs through their basic metered rate over a lengthy period of time (usually 40 years).

2) Grants for water and sewage works in restructured or regional municipalities: The Ministry will pay 15% of the costs of the major facilities, i.e. treatment plants and trunk lines. Unlike the assistance given under 1 and 3 the Ministry does not have to be the owner and/or financier in this situation.

3) Provincially-owned and/or Ministry Financed Water and Sewage works: This programme is one which several municipalities in Essex County are now considering using to finance sewage works. The objective of the programme is not to allow the annual costs to each householder serviced

to exceed \$130 in the case of sewage and \$110 in the case of water. In order to stay near these goals, the Ministry is willing to pay up to a maximum of 75% of the capital costs. In order for the municipality to qualify for this assistance, it must allow the Ministry to be the owner of the project. However, the municipality can buy back the project over a period of years.

With the exception of the 15% grant to regional and restructured municipalities, the concession the municipality must make if it wishes to receive provincial funding is to allow the Ministry of the Environment to retain ownership and control of the system. It is true that in some cases the municipality is in the process of buying back the project. But usually this state of fruition is never reached since the need for expansion and further capital expenditures necessitates the municipality becoming further indebted to the Ministry before having paid off its old debts. The Ministry can, as a result, control such matters as expansion of treatment facilities, extension of lines and connection policies.

Despite grants, the municipal share of capital costs of sewage and water works is still considerable. The municipal portion of sewage works costs may be recovered in different ways. They may be distributed amongst all people in the municipality through the general mill rate. This situation is unusual in Essex County, appearing only in those municipalities where the overwhelming proportion of the population is served by the sewage system, e.g. Amherstburg. In the City of Windsor, 100% of the costs of trunk lines and sewage treatment facilities are paid for through the general mill rate. Fifty percent of the costs of sewage collection lines on residential streets are paid by all Windsor taxpayers with the remaining 50% being paid by those living on the street. When users only are charged, the costs may be set up under

the Local Improvements Act, through frontage charges, other special charges or special area rates or some combination of these methods. The common way of dealing with sewage construction costs in new subdivisions is to force the developer to pay an impost charge or to himself put in the services while he is developing the land.

Construction is not the only cost of a sewage system. The operation and maintenance of the treatment plant and maintenance of lines involve annual costs. The City of Windsor puts these costs into the general mill rate. Some municipalities cover these expenses through a surcharge on the water bill.

Costs of water systems are often handled somewhat differently. In the City and in those towns with utilities commissions, the system is run as an independent enterprise which tries to operate on a cost-recovery basis with debt charges being included in those calculations. As a result, the consumer pays construction and operation costs through the regular water bill. In those municipalities without utilities commissions, these expenditures are recovered through special area charges or water rate charges on users.

A common pattern appears throughout this discussion of the financing of water and sewage systems. After thoroughly examining and deciding which external sources of money can be used, the municipality then places the remaining costs upon the actual users of the system rather than upon all people in the municipality. These two situations, of course, meld as the municipality becomes more completely serviced by water and sewage systems. When this state of affairs arises, the costs are frequently switched over to the general mill rate.

**Table 40: WATER AND SANITARY SEWER SYSTEMS: NET LONG TERM
LIABILITIES AS OF DECEMBER 31, 1974**

Municipality	Water Systems \$'000s	Sewer Systems \$'000s
Windsor	497	14,433
Amherstburg	-	618
Belle River	1009	-
Essex	565	-
Harrow	372	-
Kingsville	75	593
Leamington	831	1,349
Tecumseh	183	-
St. Clair Beach	-	-
Anderdon	312	158
Colchester North	98	-
Colchester South	1	-
Gosfield North	225	-
Gosfield South	112	-
Maidstone	401	-
Malden	5	95
Mersea	685	-
Pelee	-	-
Rochester	225	-
Sandwich South	-	-
Sandwich West	577	-
Tilbury North	178	-
Tilbury West	-	-

Table 41: EXPENDITURES FROM REVENUE FUND ON SANITARY SEWER SYSTEMS

MUNICIPALITY	1970	1971	1972	1973	1974
Windsor	2,008,182	3,037,225	4,248,578	3,501,693	4,219,164
Amherstburg	122,343	126,644	125,918	150,798	139,516
Belle River	0	0	0	0	3,076
Essex	31,897	20,766	18,916	62,905	79,594
Harrow	0	0	0	0	0
Kingsville	69,421	104,552	73,471	120,285	112,075
Leamington	55,533	147,680	141,666	141,041	174,519
Tecumseh	18,788	12,972	15,259	15,032	84,212
St. Clair Beach	0	0	0	0	13,038
Townships*					
Anderdon	9,916	10,830	9,039	9,870	15,655
Malden	0	0	0	7,989	11,755

* The other townships do not yet have sewage expenditures from the revenue fund.

Part IV: DRAINAGE

The 1974 Report of the Select Committee on Land Drainage found that the townships of Essex County are in the area of Ontario which between 1964 and 1972 consistently received the largest amount of provincial financial assistance under both the Drainage Act and the Tile Drainage Act. As Table 42 shows, in both 1972 and 1973 drainage expenditures per capita in Essex County were considerably higher than the average for all municipalities in the Province. In both years the per capita expenditures in the townships of Essex County were more than four times the per capita expenditures for all townships in the Province.

Table 42: DRAINAGE: PER CAPITA EXPENDITURES

Type of Municipality	1972		1973	
	In the Province \$	In Essex County \$	In the Province \$	In Essex County \$
Cities	3.62	4.46	3.25	4.56
Towns & Villages +	2.92	5.00	2.92	2.32
Townships*	1.84	8.52	2.09	9.00
All Municipalities	3.53	5.47	3.69	5.32

+ The reason for the high average expenditure for towns in Essex County in 1972 was that part of the expenditures of a sewage plant in Amherstburg were included under drainage expenditures.

* The Essex County average for townships excludes Pelee Island.

The main reason for the high expenditures is the necessity of improving the inadequate natural drainage of the County by constructing artificial drainage works. The flat topography and the poor drainage provided by the existing watercourses result in a situation where excess water does not drain away. The problem is compounded by the heavy clay soil which tends to hold water, and the high water table which exists in many parts of the County. Many rural municipalities have land

which, if properly drained, will be able to grow better crops and permit heavier equipment to be used. Well drained soil is not only more productive, but will cause the property value of the land to increase. This explains the higher than average drainage expenditures in the townships of Essex County.

The urban areas of the County have different drainage problems than the rural areas. The greater density of development in urban areas creates more obstacles to natural drainage, but the water must be removed to prevent water damage to existing structures such as roads and buildings. Storm sewers and pumping stations are necessary to remove the excess surface water as quickly as possible. Problems sometimes arise when storm water run-off is carried by a combined sewer. If the run-off is large enough, then it may mix with the sewage and overflow the protective weirs, discharging polluted effluent into a natural watercourse. Agricultural land drainage is of course of great importance to the rural areas and of little consequence to the urban.

The Drainage Act, which is the main piece of legislation dealing with drainage in Ontario, seems to be oriented towards the problems of agricultural lands. Under the provisions of this Act, a majority of the landowners in an area requiring drainage file a petition with the local council for the undertaking of drainage works. The council then appoints a professional engineer or an Ontario Land Surveyor to prepare a report on the proposed works. This report must include plans, specifications, cost estimates of the drainage works, and also an apportionment or assessment of the costs against the properties in the affected area. When completed, the report is considered by council, which then notifies the owners of the property where the drainage works are to be undertaken, the Conservation Authority and any municipalities or entities affected by the drainage proposals. The council may then accept the report, and adopt it in a provisional by-law. If no appeals are launched against the by-law,

it becomes valid and binding on all parties involved. If there are any complaints about the proposals in the report or any disputes over the assessment levied against any property, an appeal can be made to the court of revision of the municipality. The court of revision, which is frequently composed of the members of the local council, hears the appeal; if the complainant is not satisfied with the decision he may appeal again - this time to a county judge.

An appeal is also possible directly from the report of the engineer to the provincially appointed Drainage Referee. The Referee has the power to invalidate any petitions, reports or by-laws and to change the amount of the assessments. However, appeals to the Referee are not frequently made.

After the by-law is passed and the appeals, if any, dealt with, the council applies to the Province for a grant. The municipality is eligible to receive a grant covering 33-1/3% of the assessment against agricultural lands for drainage works. The municipality must use this grant solely to reduce the charges against agricultural lands. The Ministry of Transportation and Communications provides to the municipality a subsidy of 50% for costs incurred in constructing and maintaining roads. One of the eligible items is drainage assessments against road property.

There are three other sources of government funds for agricultural drainage - the Tile Drainage Act, the Agricultural Rehabilitation and Development Agency (ARDA), and the Capital Grants for farm Development Programme. The Tile Drainage Act allows a farmer to borrow money from the Province through his municipal council for drainage works on his own land. The funds are raised for the farmer by the municipality selling a debenture to the provincial government. The total amount which is loaned to the farmer must not exceed 75% of the total cost of the drainage work to be done. The loan is then repaid by the farmer to the municipality at a relatively low rate of interest over a 10 year period. When

a municipality borrows funds under the Tile Drainage Act, it is required to hire a Tile Drain Inspector to ensure that the works are satisfactorily completed.

Table 43 shows the extent to which townships in Essex County are borrowing under the Tile Drainage Act. It should be noted that the liabilities which are listed for each township in the Tile Drainage category are in actuality the debts of the farmers borrowing under the Act; the townships are only liable should the borrowers default on their payments.

A.R.D.A. operates a program which provides 33-1/3% special assistance grants for drainage works on agricultural land. However, assistance provided by this programme was discontinued for counties in Southern Ontario after December 1968, and is currently available only to the eleven counties in Eastern Ontario.

The third source of assistance for agricultural land drainage is the Capital Grants for Farm Development Programme. Funded by the Provincial government, this program provides owners of agricultural land with grants totalling 40% of their drainage costs up to a maximum of \$3,000 per farmer. The municipality is not involved in the provision of this programme.

Once the drainage works have been constructed, the maintenance costs are apportioned according to the original drainage work assessments against the affected properties. The Drainage Act provides for a Drainage Commissioner to be appointed by the local council to supervise the maintenance of the drains. The Act also provides for the appointment of a second kind of drainage commissioner. It is this person's role to operate and maintain the pumping or other mechanical operations and to keep in good repair any embankments or dykes. This person is usually appointed in a municipality where there are serious flood dangers because of

the potential of sudden rising of water levels (e.g. Tilbury North and Mersea).

Since the problems of drainage of urban lands differ from those of the drainage of agricultural lands, the City and towns do not make the same use of legislation or sources of funding as do the townships. For example, only the townships make use of the Tile Drainage Act. The urban municipalities can use the Drainage Act but will receive grants under it only on the assessments made against agricultural land. Lacking a financial incentive, Windsor and some of the towns often do not use the Drainage Act when constructing a drain. They avoid using this Act because they find it irksome to follow the intricate procedures involved such as having to get an adequately signed petition, get agreement on assessed costs, and appoint an engineer. They frequently build drains under the Local Improvement Act or the Municipal Act. One effect of not using the Drainage Act is that the municipality is then able to charge maintenance costs into the general mill rate rather than only on the affected properties.

There are towns, however, which do use the Drainage Act when building a drain. In their eyes, the advantage of using this Act is that its strict regulations ensure that the works will be well engineered and the cost assessed in a regular and systematic way.

As has already been noted, grants under the Drainage Act are not usually available to the towns or the City. They do receive grants from the Ministry of Transportation and Communications on the cost and maintenance of drainage works affecting roads. In addition, in the case of drainage systems being put into new housing development areas, the CMHC will loan money (up to 70% of the construction costs) and give a 25% forgiveness on the loan.

A very special drainage problem exists on Pelee Island. Until the 1880's, the Island was overwhelmingly marshland. At this time, canals were dredged and the first efforts were

made to drain the marshes freeing the rich soils below for the production of agricultural crops. Today an extensive tile drainage system covers the Island. The Island is surrounded by dykes to hold back Lake Erie. There is a pump station on each side of the island to pump water back into the lake.

The critical importance of this system to the Islanders is shown by the concern which they constantly show for the well-being of the system. Council members are placed directly in charge of overseeing the operation of each pump house. Another indicator of the importance of the drainage system to the Islanders is that the only long term liabilities which the Island has is for debt incurred in constructing drainage works.

A special feature of Essex County is its lengthy shoreline. As well as being a recreational facility, the shoreline is a cause of concern for numerous landowners; for the waters, especially in time of storms, erode the shoreline and may even destroy buildings. Not only is this a major concern; it is also a source of considerable expenditures for several of the municipalities bordering on the two lakes or on the Detroit River, since these municipalities must construct shoreline protection works.

Throughout this discussion, we have been talking as though further artificial drainage is an unqualified good. However, it can have disruptive effects upon natural drainage networks. One possible negative effect of changing drainage patterns is an increased flow in a water channel thus encouraging erosion. Another is the drying up of wetlands and marshes and the resultant destruction of the natural habitats of certain animals and birds.

The Essex Region Conservation Authority recognizing these potentially negative effects is currently undertaking

several drainage related studies that will allow each municipality to pass appropriate planning and conservation regulations. The ERCA is also attempting to get County municipalities to agree to submit all drainage plans to an ERCA advisory board before beginning construction.

Table 43: DRAINAGE: NET LONG TERM LIABILITIES AS OF
DECEMBER 31, 1974

Municipality	Municipal Drainage \$'000s	Tile Drainage \$'000s
Windsor	9,122	-
Amherstburg	162	-
Belle River	-	-
Essex	-	-
Harrow	4	-
Kingsville	30	-
Leamington	42	-
Tecumseh	-	-
St. Clair Beach	2	-
Anderdon	9	84
Colchester North	26	61
Colchester South	68	87
Gosfield North	50	122
Gosfield South	106	142
Maidstone	110	203
Malden	44	191
Mersea	99	661
Pelee	6	-
Rochester	9	352
Sandwich South	23	64
Sandwich West	83	-
Tilbury North	34	500
Tilbury West	27	348

SECTION IX: PARKS AND RECREATION

Part I: PARKS, RECREATION FACILITIES AND PROGRAMMES

Since natural features are often the foundation around which parks and recreation facilities are developed, it is important to begin this discussion by noting that a special natural feature of Essex County is the water system which surrounds most of the County.

The Essex County Planning Study of 1973 contained a special section devoted to analysis of the lakeshore corridor. This analysis revealed that of the 92.5 miles of shoreline (excluding the Windsor shoreline) only 12.7 miles were public open space. When the 12 miles of the Point Pelee shoreline and the half-mile stretch of the Holiday Beach Provincial Park were subtracted, only .2 miles remained. Sixteen municipalities besides Windsor have waterfront boundaries, yet only eight of these have any municipal parks on the waterfront. These eight municipalities together provide .2 miles of public shore. The City of Windsor adds six miles of municipally-owned public shoreline to this total.

Private ownership of the shoreline and the huge expenditures involved in buying back access to this natural feature have prevented the municipalities from taking full advantage of this special resource when developing their park systems.

There is a very clear gradation according to type of municipality in the states of development of parks and recreation facilities and programmes around the County. In the townships (with the exception of Sandwich West), park and recreational development is minimal. Two townships (Colchester North and Rochester) have no municipal facilities. There are two major reasons for this situation in the townships. First, it must be remembered that township residents do not have the same need for municipally-provided green spaces as do town and city residents, since they are not crowded onto small

lots or into apartment buildings. The second reason is that, to be economically feasible, a park or recreational facility must be used by a sizable population. Since townships have dispersed populations, they do not have a natural focal point upon which to create a recreational centre. Since township residents do much of their shopping and business in neighbouring towns, it is natural for them to go to the towns to use recreational facilities as well. Recognition of the townships' use of town facilities has led some towns and townships to establish formal arrangements for the joint development and management of recreational facilities. The independent recreational developments that have occurred in the townships are in the small population centres (the hamlets and police villages). The most common facilities here are playgrounds and baseball diamonds.

When we turn our attention to the towns, we find a notable increase in park and recreational development. In addition to the standard playgrounds and ball diamonds, we find arenas, community halls, swimming pools, tennis courts and other athletic fields. Variations in the level of development among towns are based upon the interaction of three main factors: 1) The larger the population, the more developed are the facilities and programme. (Leamington and Sandwich West are prime examples of this situation.) 2) If a partnership has been set up with a surrounding township, a relatively small town may have highly developed facilities and programmes (e.g. Harrow in joint operation with Colchester South). 3) If a town has easy access to the facilities of another municipality, it is not likely to have highly-developed and wide-ranging facilities and programmes of its own. (Tecumseh and St. Clair Beach are small municipalities which depend upon each other as well as the City of Windsor for recreational usage.)

Since recreation programmes are tied directly to the availability of facilities, it is in the towns that we find the more highly-developed programmes. The exceptions to this are Sandwich West and Gosfield South, the latter because the Kingsville-Gosfield South recreation complex is located in the township. The most common programme is the summer supervised playground. Ranking next in popularity are hockey and baseball teams, followed by figure skating and, less commonly, soccer teams. Municipalities with more highly developed programmes also provide items such as golf and tennis lessons, art and dance classes, the martial arts, roller skating, gymnastics and exercises. Many of these are offered on a year-round basis, and are meant for people of all age groups. The level of development of the recreation programme depends not only upon the availability of the facilities but also upon the willingness of associations and individuals to assist in providing the programmes and upon the presence of a municipally-hired professional recreation director.

The City of Windsor has a parks system and recreation facilities which are both more numerous and more varied than those provided elsewhere in Essex County. Their quantity and variety are natural consequences of Windsor's large population and its status as a focal point for the surrounding area. The parks and recreational facilities are summarized in the accompanying tables.

The City offers recreational programmes similar in nature to those found in the County. These include supervised playground programmes, swimming lessons and instruction in various sports, as well as a variety of cultural, craft and social programmes. Beyond these, Windsor offers a day camp programme at Ojibway Park, a summer playground programme for handicapped children and a summer musical programme which features outdoor band concerts.

Local Municipality	Local Parkland Acreage x	Name	Acres age @	Baseball Diamonds	Community Centre Bldg*	Swimming Pool	Play ground Equip.	Other Facilities*	Natural Features*	sion and/or Development Plans
Amherstburg	dev'd 30.6 natural 0 vacant .2 30.8	Centennial 22	22	4	Arena B,C,D,E, jointly owned with Anderdon and Malden	1	✓	I		plans for 4 tennis courts, 1 basketball court, track and field complex
		East Town 3.5	3.5	2			✓	A, B, J		
		West Town 3.4	3.4					A, and privately owned museum	N	
		Water works 1.7	1.7							
		Subdivision park site .2 Scout Hall	.2	vacant						
Belle River	dev'd 7.7 natural 0 7.7	Lakeview Pk 1.1	1.1	(3 acres out of 4.1 acres leased to trailer park)	Community Centre B,D ₂ ,E ₂		✓	G	N, N ₂	plans for 2 tennis courts
		Belle River Memorial Pk 6.6	6.6	3						
Essex	dev'd 20 natural 1 vacant 8 29	Sadler Pond Park 1	1					nature trail	L	
		Westlawn .2	.2	vacant subdivision park						
		Fairview W 18.8	18.8	3	1) arena B,C,D, 2) comm. centre B,C,D,E	1	✓	A		
		Fairview E 1.1	1.1	vacant subdivision park						
		Munic. Bldg. grounds .2 College Ave. 1	.2				✓	J		plans for play- group equip. & picnic tables
		Bridlewood 5	5	vacant subdivision park			✓	A		
		Fairview Estates 1.7	1.7	vacant subdivision park						

Table 44 (continued)

Municipality	Total Parkland Acreage x	Name	Acre- age @	Baseball Diamonds	Arena &/or Community Centre Bldg*	Swim- ming Pool	Play- ground equip.	Other Facilities*	Special Natural Features*	Concrete Expan- sion and/or Development Plans
Harrow	dev'd 16 natural $\frac{7}{23}$	Harrow Comm. Pk dev'd 16 natural 7	16 7	3	Arena - B, C,D,D ₂ ,E,E ₂ Rotary Youth Centre B,E,E ₂		✓	A,H ₂ ,I	O	have begun nature trails for bush area
		share use of Colchester Park								
Kingsville	dev'd 15.1 natural 0 vacant $\frac{.7}{15.8}$	Lakeside Munic. Pk 15.1 Subdivision Park site .7 Kingsville Gosfield S Recreation Centre (33) (in Gosfield S)	.7	6 vacant	B,C,D ₃ ,E ₂	co-owners with Gosfield S	✓	A,B	N	athletic field being developed
Leamington	dev'd 74.4 natural 0 vacant $\frac{1.8}{76.2}$	Seacliff Pk 19.5 Franklin Rd Tot lot .4 Pulford Tot lot .6 Warren Tot lot .7 Hyatt Tot lot .7 Eastside Pk1.1	19.5 .4 .6 .7 .7 1.1	1 vacant			✓	A,B,C, D,J,K, A	N,N ₂	

Municipality	Total Parkland Acreage	Name	Acre- age	Baseball Diamonds	Arena &/or Community Centre Bldg*	Swim- ming Pool	Play- ground Equip.	Other Facilities*	Special Natural Features*	Concrete Expan- sion and/or Development Plans
Leamington (continued)		Memorial Park	.7	decorative						
		Munic. Ball area	.8							
		Cenotaph	.02	decorative						
		Centennial	.3	decorative						
		Kinsmen's Ball Park	21.5	7 (leased from Kinsmen)				B		concession stand planned
Tecumseh		Leamington Agricultural Society Fair Grounds	28.5	3	Arena B,C,D,E,E ₂	1		H ₂ , race track		
	dev'd 28.1 natural 0	Bert Lacasse Recreation Centre	19.7	2		1		A,H ₂ , club- house owned by baseball club		2 tennis courts are being built
		Carling Pk	2.9	1			✓	F		
		Munic. Bldg. grounds	5.5	2			✓	F		
St. Clair Beach	dev'd 16 natural 1 vacant 1 18	Green Acres	16	3	Comm. Centre B,E,G,		✓	A,F,H,	M	are converting ice rink to 3 tennis courts plus multi- purpose athletic field including ice rink
		6 beach lots used for swim- ming about 1 acre total								

Table 44 (continued)

Municipality	Total Parkland Acreage x	Name	Acre- age @	Baseball Diamonds	Arena &/or Community Centre Bldg*	Swim- ming Pool	Play- ground Equip.	Other Facilities*	Special Natural Features*	Concrete Expan- sion and/or Development Plans
St. Clair Beach (Continued)		St. Mark's Neighbour- hood Park	1	vacant - for householders in area						
Anderdon	dev'd 12.8 natural 0 <u>12.8</u>	Anderdon Recreational Park	4	1			✓	A, B		
		River Canard Comm. Centre	8.8	4			✓	A, B, D, G		
Colchester North	dev'd 0 natural 0 <u>0</u>									
Colchester South	dev'd 2.2 natural 0 <u>2.2</u>	Colchester Park	2.2					B, C	N, N ₂	
		share use of Harrow Community Park								
Gosfield North	dev'd 6.3 natural 0 <u>6.3</u>	Rotary Pk	2.5		Comm. Centre B, D ₂ , E		✓	A, B	L(f)	
		Village of Cottam Park	3.8	1						
Gosfield South	dev'd 38. natural 1.3 <u>39.3</u>	Clearwater Pk	1.3	vacant						
		Kingsville- Gosfield S Recreation Centre	33	6	Arena B, C, D ₃ , E ₂	co-owners with Kingsville		D		athletic field being developed
		Cedar Is.	4.1				✓	A, B, C,	N, N ₂ N, N ₂	
		Union Park	.9							
Maidstone	dev'd 14.1 natural 0 <u>14.1</u>	Centennial Pk	9.1	2			✓	A, B, D		

Table 44 (Continued)

Municipality	Total Parkland Acreage x	Name	Acre- age @	Baseball Diamonds	Arena and/or Community Centre Bldg*	Swim- ming Pool	Play- ground Equip.	Other Facilities*	Special Natural Features*	Concrete Expan- sion and/or Development Plans
Malden	dev'd 7.7 natural 0 7.7	Malden Recreation Centre	7.7	3			✓	B,D,G,H		
Mersea	dev'd 13 natural 0 13.0	Mersea Munic. Park	13.				✓	A,B,C,D,	N,N ₂	
Pelee	dev'd .5	Municipal Pk.	.5					B		
Also own a piece of land on west side of Island which may be developed as a park										
Rochester	dev'd 0 natural 0									
Sandwich South	dev'd 17.2 natural 0 17.2	McAuliffe	8.2	1			✓	A,B		
		Weston	9.	2			✓	B		
Sandwich West	dev'd 17.0 natural 13. vacant 5.4 35.4	Front Pk	4.3	1		1	✓	A,G,I		development plans including community centre
		Eastbourne	3	1			✓	A,I,M		
		Optimist	4.1				✓	A	L,M,O	
		Burnet	13 natural							
		LaSalle Youth Centre	5.4 vacant							
		Tanglewood	1.4				✓	I		a third ball diamond is being developed
		ø Turtle Club Pk	2.2	2				D		
		Centennial Arena	2		Arena B,C,D,E					

Table 44 (continued)

Municipality	Total Parkland Acreage x	Name	Acre- age @	Baseball Diamond	Arena and/or Community Centre Bldg*	Swim- ming Pool	Play- ground Equip.	Other Facilities*	Special Natural Features*	Concrete Expan- sion and/or Development Plans
Tilbury North	dev'd 9.6 natural 0 9.6	Stoney Pt. Rec. Centre	8.8	3			✓	A, B, F, I		
		Plan 1257 Pk. 8		for householders in area					N	
Tilbury West	dev'd 16.7 natural 0 16.7	Community Centre grounds	.2		Community Centre B, D ₂ , E, E ₂					continuing renovation of community centre
		Museum grounds	1.					A, B and museum		
		Ø Comber Agricultural Society Fair-grounds	15.5				✓	A, D, E ₂ , F		

Ø THESE INCLUDE THOSE ITEMS ACCESSIBLE TO THE ENTIRE COMMUNITY BUT OWNED BY COMMUNITY ORGANIZATIONS

x Acreages are approximations

* letters in these columns correspond to the items listed below:

A picnic tables and/or shelter F outdoor ice rink or area flooded in winter for skating

B washroom facilities G equipment storage building or room

C dressing rooms H athletic field other than baseball diamond

D concession stand, canteen H₂ grandstand

D₂ kitchen I tennis court(s) N beachfront or waterfront

D₃ cafeteria J wading pool N₂ swimming

E meeting rooms K campsites O bush

E₂ auditorium or hall L pond

Table 45: SUMMARY OF MUNICIPAL PARKS AND RECREATION FACILITIES

Municipality	Total Parkland Acreage x	1974 Population Figures	# Acres per 1000 Person	# Parks and Tot lots	# Baseball Diamonds	# Arenas	# Swim- ming Pools	# Other Major Facilities A	# Special Natural Features B
Windsor	900	198,086	4.5	(see separate listing for facilities)					
Amherstburg	31	5,747	5.4	5	6	1	1	4	1
Belle River	8	3,177	2.5	2	3	-	-	1	1
Essex	29	4,971	5.8	8	3	1	1	2	1
Harrow	23	1,875	12.3	1	3	1	-	2	1
**Kingsville	16	4,402	3.6	2	-	-	-	-	1
Leamington	76	10,628	7.2	14	13	1	1	4	1
Tecumseh	28	4,991	5.6	3	5	-	1	2	-
St. Clair Beach	18	1,916	9.4	2	3	-	-	2	2
Anderdon	13	4,833	2.7	2	5	-	-	-	-
Colchester North	-	3,412	0	-	-	-	-	-	-
Colchester South	2	4,715	0.4	1	-	-	-	-	1
Gosfield North	6	3,514	1.7	2	1	-	-	1	1
**Gosfield South	39	6,658	5.9	4	6	1	-	1	2
Maidstone	14	8,160	1.7	2	3	-	-	1	-
Malden	8	3,863	2.0	1	3	-	-	1	-
Mersea	13	8,971	1.4	1	-	-	-	-	1
Pelée	.5	264	1.9	1	-	-	-	-	-

Table 45 (continued)

Municipality	Total Parkland Acreage x	1974 Population Figures	# Acres per 1000 persons	# Parks and Tot lots	# Baseball Diamonds	# Arenas	#Swim- ming Pools	# Other Major Facilities A	# Special Natural Features B
Rochester	-	4,065	0	-	-	-	-	-	-
Sandwich South	17	5,081	3.3	2	3	-	-	-	-
*Sandwich West	35	13,757	2.5	8	4	1	1	5	4 *
Tilbury North	10	2,934	3.4	2	3	-	-	2	1
Tilbury West	17	1,604	10.6	3	2	-	-	4	-

x Acreages are approximate

* Sandwich West, being highly urbanized, has a higher than normal count of facilities for a township

** The Kingsville - Gosfield South recreation complex is located in Gosfield South - this location augments the count of facilities within the township while diminishing the count of facilities within the town

A Other Major Features, 1 point each: meeting rooms, outdoor ice rink, athletic field other than ball diamond, tennis court, wading pool, campsites, museum, race track

B Special Natural Features, 1 point each: pond, hill, beachfront/waterfront, bush

Table 46: PROVINCIAL AND NATIONAL PARKS AND CONSERVATION AUTHORITY AREAS

Amherstburg	Fort Malden National Park - 11 acres. A British military post containing museum and some earthworks of Fort Malden
Colchester South	Fox Creek Conservation Area - Essex Region Conservation Authority
Gosfield South	Cedar Beach - Ministry of Transportation and Communications 3.13 acres picnic tables, beach
Maidstone	Maidstone Conservation area - 50 acres,Essex Region Conservation Authority
Malden	Holiday Beach Provincial Park - 521 acres, campsites, beach, fishing, picnic area
Mersea	Point Pelee National Park - 6 square miles
Pelee Island	Provincial Government Nature Reserves Fishing Point Marsh & Lighthouse Marsh - 192 acres East Sister Island Nature Reserve - 36 acres
Sandwich West	Provincial Government Nature Reserve - Windsor Prairie - 174 acres
Tilbury North	Tremblay - 72 acres - Provincial Government Nature Reserve
Windsor	Devonwood Conservation Area - 92 acres, Essex Region Conservation Area Peche Island - 110 acres, Provincial Government Nature Reserve Windsor Prairie Grass Community - 275 acres, Provincial Government Nature Reserve

Map 4

DISTRIBUTION OF COMMUNITY CENTRES AND PARKS THROUGHOUT ESSEX COUNTY. @

Recreation Focal Point for area



community centre (minimum required is some indoor meeting space)



community centre with arena and, in 4 cases, a swimming pool. Usually, there are elaborate outdoor facilities as well.



Township Parks

□ 2 acres or less □ 8-14 acres

□ 3-7 acres □ 15-30 acres

● Provincial Park



▨ Essex Region Conservation Authority area



* National Park



* Parks in Towns # Total Acreage

Amherstburg	5	31
Belle River	2	8
Essex	8	29
Harrow	1	23
Kingsville	2	16
Leamington	14	76
Tecumseh	3	28
St.Clair Beach	2	18

@ these facilities include those owned by community organizations but available for recreation

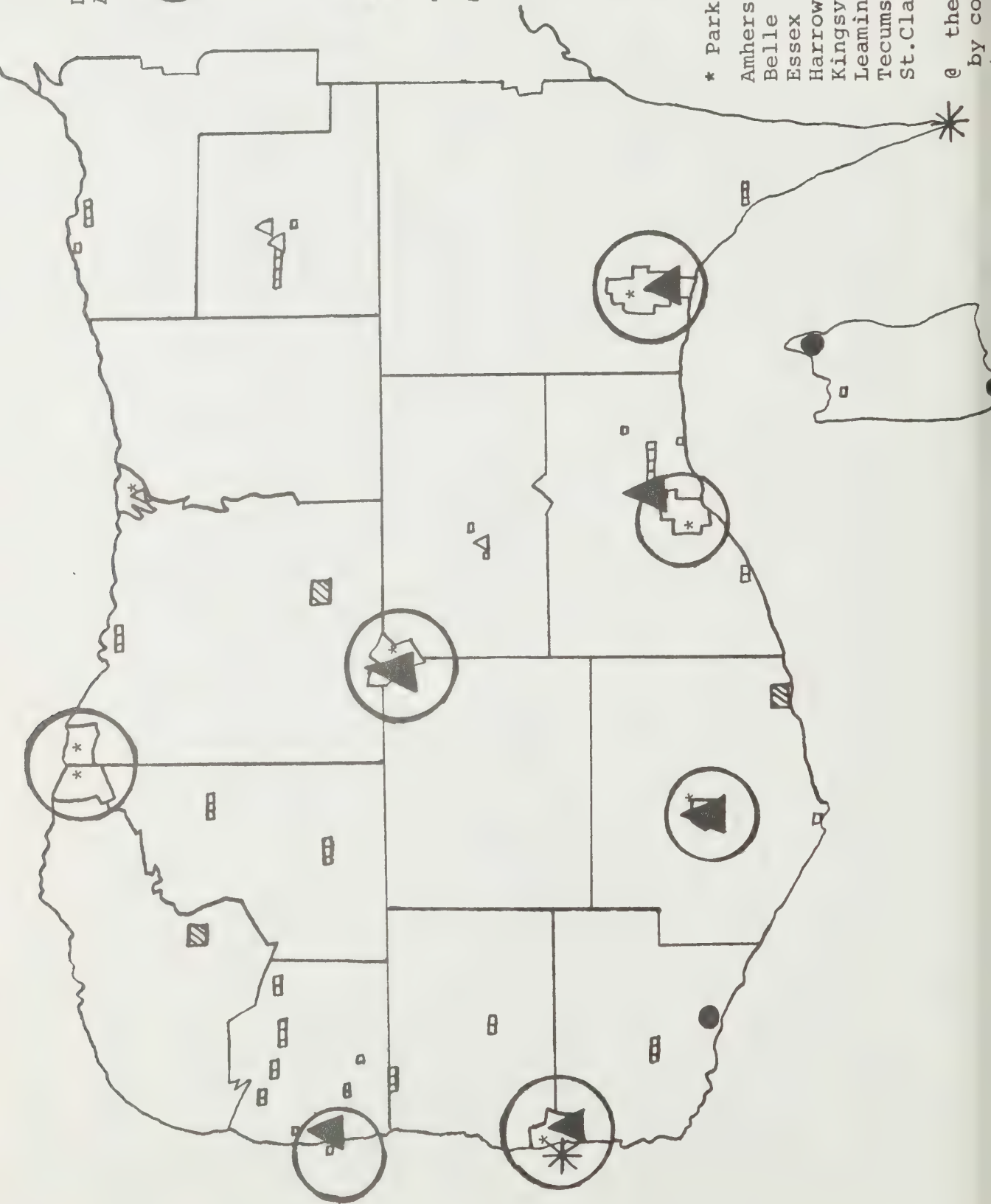


Table 47: MUNICIPAL PARKLAND IN CITY OF WINDSOR

Total Park Acreage: 900

Developed: 700

Natural: 200

Total Number of Parksites: 85

facilities for active recreation: 67

passive parks - scenic and decorative: 18

Range of Parkland Acreage:

Acreage	Number of Sites
1.99 acres or under	20
2 - 5.5 acres	26
5.6 - 10.5 acres	20
10.6 - 20.5 acres	14
20 - 49 acres	1
50 - 70 acres	2
over 100	<u>2</u>
	85

Types of Parks:

Neighbourhood	44 sites
Community	26 sites
Regional	4 sites
Waterfront	8 sites (6 miles of public waterfront within city limits)
Special	3 sites

Definitions of Park Categories:Neighbourhood Parks

minimum size:	half-acre
service radius:	half-mile
ratio of acreage to people:	1 acre/1000 persons within the radius
facilities:	active (normally) (a few are passive) geared to school age children playground equipment

Table 47 (continued)

Community Parks:

minimum size:	15 acres
service radius:	1 mile
ratio of acreage to people:	2 acres/1000 persons within the radius
facilities:	active, geared to older children and adults athletic fields - most common is baseball diamond some with playground equipment

Regional Parks:

size range:	50-100 acres
service radius:	at least to City boundaries
facilities:	mixed and well-developed

Special Parks:

those parks which do not fit easily into other categories

3 sites:	City Hall Square - a decorative park Huron Line Green Belt - median and lawns at side of road Vimy - tiny decorative park
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Waterfront Parks:

Those parks along the Windsor shoreline - most are decorative and passive in nature, some can be fit into other categories (e.g. Stop 26 Beach, Kiwanis Park)
as a group, can be considered a Regional Park

Table 48: MAJOR MUNICIPAL RECREATION FACILITIES IN WINDSOR

Facility	Description
Cleary Auditorium and Convention Hall	
Roseland Municipal Golf Course	125 acres - 18 hole regulation course, 9 hole par 3 course
Windsor Stadium	leased to City by Windsor Board of Education
Mic Mac Ball Stadium	
Jackson Park Baseball Stadium	
Jackson Park Lawn Bowling	rented to Windsor Lawn Bowling Club
Showmobile	traveling stage
Playmobile	portable playground
Mic Mac Campgrounds	
Community Centres	11
Arenas	4
Swimming Pools	2 indoor; 6 outdoor
Outdoor Artificial Ice Rinks	2
Tennis Courts	24 courts at 5 locations
Football-Soccer Fields	19 - as of 1973
Ball Diamonds	approximately 100 - as of 1973
Nature Trails	at Ojibway Park
Facilities for the handicapped	at Optimist Park and Community Centre and at W.D. Lowe pool
Boat Launching Site	1
Swimming Beaches	1
Playgrounds	approximately 45

Table 49: DEVELOPMENT PLANS FOR WINDSOR RECREATIONAL FACILITIES

Facilities	Description
Community Center	1 under construction, completion date - 1975
Arena	1 under construction, completion date - 1975
Soccer Stadium	under construction
Fairgrounds Exhibition Area	parking and basic facilities completed exhibition building not yet started
Mic-Mac Campgrounds	under expansion
Nature Study Centre	under construction, completion date - September, 1975
Marina at Lakeview Park	application has been made for provincial funding
Marina at Mill Street	Windsor Harbour Commission has applied for provincial funding
West End Landfill	development plan completed
East End Landfill	approval given for a development plan
Ojibway Park and Ojibway Praire Nature Reserve	proposal to operate the 2 parks jointly by the Windsor Parks and Recreation Department and Ministry of Natural Resources

Table 50: SOME PRIVATE RECREATIONAL FACILITIES IN ESSEX COUNTY OPEN TO THE PUBLIC@

Municipality	Facility	Description
Amherstburg	Park House	historical museum - on Water Works Park
	Fort Malden Guild of Arts and Crafts - Gibson Gallery	art shows, pottery and craft displays
	*St. Clair Beach Arena	ice rink, roller rink
Anderdon	*Lakewood Golf Club	
	*Canard Valley Golf and Country Club . . .	
	*KOA Campgrounds	50 acres, campsites, picnic tables, store, swimming pool, woods, fishing lake, playground
Colchester North	*Shilo Ranch	horse back riding
	Miller's Pond	situated on privately owned property which community children use for ice skating in winter
	St. Clement's church ball diamond	two ball diamonds - 12 acres
	*Boots and Saddles	horseback riding
	Pioneer Village and Transportation Museum	19 acres being developed as historical park by the Historic Vehicle Society of Canada
Colchester South	*Oxley Beach Golf Course	
	*Ravine Cottages & Trailer Camp	22 acres - pool, cottages and campgrounds
	*G. Caboto Trailer Park	15.6 acres - campsites, pool, beach, fishing
	*Epping Forest Trailer Park	15 acres - campsites, fishing, beach
	*Twin Gables Trailer Park	13.8 acres - campsites, beach
Gosfield North	*Bellevue Golf Club	in Cottam

@for some of the golf clubs, a token membership fee is required due to the type of liquor licence they possess

Table 50 (continued)

Municipality	Facility	Description
Gosfield South	*Kingsville Golf and Country Club	14 acres, campsites, picnic tables, swimming pool, recreation hall, playground equipment
	*Pleasant Valley Trailer Park	tropical greenhouses, cacti
	Jack Miner's Bird Sanctuary	
	Colasanti Farm	
Maidstone	*Orchard View Golf Course	in Emeryville
	*Hydeaway Golf Club	8.2 acres - campsites, beach, store, boat launch
	*Martindale Beach Trailer Park	ice rink, meeting rooms, auditorium
	*Belle River Community Arena Inc.	7 acres owned by St. John's R.C. Church,
	Woodslee Baseball Diamond	1 ball diamond
Malden	* golf course begun	
	*Bob-Lo Island Amusement Park	240 acres, rides, zoo, arts and crafts colony, picnic grounds, baseball diamond, marina, mini golf, shows
	*Borrowman's Grove Trailer Park	21.5 acres, campsites, wading pool, pool, playgrounds, picnic shelter, grocery store, snack bar, miniature golf course, combination football field and baseball diamond,
Mersea	*Sturgeon Woods Trailer Park	57 acres - campsites, fishing, playground, baseball diamond, boat dock and launch ramp, store, picnic tables and shelter
	*Leisure Lake Trailer Park	90 acres - campsites, picnic tables, ball diamond, playground, fishing, mini-bike area, 40 acres of water for swimming and non-power boats
	*Erie Shores Golf and Country	

Table 50 (continued)

Municipality	Facility	Description
Sandwich South	*Twin Oaks Golf Course	(straddles Windsor - Sandwich South border)
	*KOA Campgrounds	49 acres - campsites, fishing lake, pool, play-ground, store, picnic tables
Sandwich West	*Seven Lakes Golf Club	
	*Sandwich West Driving Range	
	*The Farm	under construction - children's park
Tilbury North	*Tilbury Trailer Park	
	*KOA Campgrounds	
	*Tilbury Golf and Curling Club	
	*Duquette Holdings	campgrounds
Windsor	*St. Clair Trailer Court	6.5 acres - campsites, boat launch, beach
	*Thames Camp Ground	
	The Windsor Art Gallery	features Canadian art, a permanent collection, exhibitions - local and visiting
	The Hiram Walker Historical Museum	houses an extensive collection of Detroit and Windsor area historical artifacts
	The Windsor Antique and Automobile Museum	features antique automobiles and Canadiana
	*Little River Golf and Country Club	
	*Twin Oaks Golf Club	straddling the Sandwich South - Windsor border
	*Woodall Golf Centre	driving range and par 3 course
	*Broken Wheel Ranch	horseback riding
	*Hidden Meadows Ranch	horseback riding
	*Flying Dutchman	horseback riding for children and teen-agers

* facilities marked with a star are commercial, those without are non-profit

Part II: COOPERATION

We have become familiar with the extensive level of cooperation among municipalities in Essex County in providing services. Cooperation in the area of parks and recreation takes on a very different form from that which we have seen in other service fields. The distinguishing characteristic is the presence of many non-municipal bodies and individuals as partners in the efforts. As a result, the arrangements are often very complex. For example, the owner of the land may differ from the owner of the facility who, in turn, may differ from the body operating the programme. Frequently, several bodies provide the same service without clear divisions of responsibility.

Cooperation in the field of municipal provision of parks and recreation services occurs on three levels: 1) formal cooperation between municipalities, 2) cooperation between a municipality and various non-municipal bodies within the community and 3) cooperation between a municipality and the school boards.

Cross-boundary use of municipal parks and recreational facilities is inevitable. The pattern is one of township people going to neighbouring towns, especially to use community centres, and of people outside of the City going to Windsor to use facilities such as indoor swimming pools and those community centres nearest the City's border. There are no restrictions on who may use facilities, although some municipalities have established higher non-resident fees and/or priority registration for their own residents. This cross usage has become a source of some irritation in those municipalities where financial compensation has not been arranged between municipalities.

Recognizing the extent of cross-boundary usage and considering the expense involved in building facilities and running many of the programmes, many of the municipalities formally contribute to each other's recreational facilities and programmes.

Intermunicipal cooperation takes two forms. The first is cooperation through the joint planning, management and cost-sharing of facilities and/or programmes. There are three areas in the County which function in this way: 1) Amherst-burg, Anderdon and Malden, 2) Harrow and Colchester South and 3) Kingsville and Gosfield South. The second form of cooperation is one where the town provides the recreational resource and the surrounding townships make annual grants to help cover operation costs. This may be a flat sum of money at the discretion of the municipality making the grant or a billing from the resource holder based upon the number of users from other municipalities. A prime example of a town relying upon grants from other municipalities to help support its recreation programme is the Town of Essex. In 1974, the recreation committee of Essex received grants totalling \$8,279 from the townships of Colchester North, Gosfield North, Maidstone, Rochester and Sandwich South. The town of Essex contributed \$24,949 towards the budget of its recreation committee.

The factor which distinguishes these two forms of intermunicipal cooperation is, in the case of a joint operation, the desire and decision by the municipalities involved to place priority upon the further development of recreational resources. Having a common desire to do this, and recognizing the costs and work involved in planning such improvements, some municipalities decide that they are more likely to reach their goals by working jointly than by relying upon one municipality alone to develop the programme upon the basis of minimal and perhaps sporadic financial input from other municipalities.

There is no formal exchange of planning or money between Windsor and other municipalities in Essex County in the provision of services in the field of parks and recreation.

Cooperation between municipalities is quite straight forward when compared with the various forms of cooperation which can occur between a municipality and organizations and individuals within the community. One of the most common types is the arrangements between a municipality and the organizations, especially athletic associations, which operate in its area. Frequently these groups provide the volunteer labour to operate a programme, e.g. hockey and baseball leagues, scouting groups, etc. The municipality gives grants to some of these groups and/or makes its facilities available for free to the group. Some organizations (e.g. Lion's Clubs, Rotary Clubs, Kinsmen), in addition to helping with programmes, raise funds to buy equipment and facilities which they donate to the municipality. In two communities (Leamington and Comber), local Agricultural Societies have provided the land on which the municipality's principal recreational complex is located. One effort which cannot be ignored is the cooperation of the community-at-large in helping to build a major facility such as an arena. In several instances, led by a steering committee, the community has raised large sums of money for such a purpose from a multitude of small businesses and individuals. Finally, there are those very special individual efforts which tend to occur in communities without recreational facilities. A prime example of this is a privately-owned pond in Colchester North which is opened each winter to local children for ice-skating with the municipality providing lighting.

The unusually extensive interaction between municipalities and private organizations and groups in the field of parks and recreation is attributable to the fact that, at least until the point is reached where a recreation director is appointed, the municipal councils tend to rely heavily upon the initiatives of groups and individuals for the shaping of their programmes. Even on the formal recreation committees and boards of management, a majority of the membership is non-council people, usually representatives from interested

organizations. Unlike most other municipal service areas, parks and recreation is a field in which people feel a competence and, as a result, are willing to themselves set up and operate a programme. They turn to the municipality as a source of money and of facilities and equipment.

In the towns and townships, these varied forms of co-operation are the dominating influences upon the recreational programme. In the City, the involvement of individuals and groups is of lesser importance. This is because the City has a multiplicity of facilities and a highly developed programme necessitating a stronger coordinating mechanism. There is a much clearer delineation of the respective statuses and roles of the council and the boards and committees in the City than in many other municipalities in the County. In the City, the council is undisputed decision-maker with most boards and committees having an advisory responsibility only. Also the City has a large Parks and Recreation Department to maintain, supervise and develop facilities and programmes. In the rest of the County there is much heavier reliance upon volunteer labour.

There is, however, a greater separation of groups with similar objectives in the City than in the rest of the County. One sphere in which this lesser coordination is evident is in the overlapping recreation programmes. The Parks and Recreation Department, the Boards of Education, St. Clair College, the YWCA and YMCA and various sports associations run independent programmes. Several unsuccessful attempts have been made to coordinate the activities of such groups; the most recent is the now defunct Windsor Continuing Education Council. In many other parts of the County, there is a greater combination of efforts among such groups.

Another distinguishing characteristic between the City and other municipalities in the relations with local organizations is the very small number of grants which are given

to recreational organizations by the City in comparison with those handed out by other municipalities.

The remaining major cooperative effort is that which occurs between municipalities and the school boards. The facilities of the schools are a major addition to the recreational resources of the community. These include playgrounds with various kinds of equipment, gyms, football/soccer fields, swimming pools, tennis courts and classrooms for use as meeting rooms. Each of the four school boards in Essex County has policies oriented towards opening up the schools to the community.

The largest user of school board facilities is the City of Windsor's Parks and Recreation Department. The City uses school facilities for its summer supervised playground programme and, during the school year, for evening programmes. Likewise, during the school year, the school boards make extensive use of facilities under the control of the Parks and Recreation Department. In the City, this shared use of facilities occurs most frequently in those areas where the facilities of the two bodies are adjacent to one another or in the more congested areas of the City where space for recreational purposes is at a premium. A very special undertaking was the joint designing and constructing of the Holy Rosary School and Community Centre by the City of Windsor and the Separate School Board. The City also has Community Centres attached to three public schools - Begley, Oakwood and Marlborough.

The cooperation between schools and municipalities is more highly developed and formalized in the City than in the rest of the County. One reason for this is the different mechanism through which cooperation is worked out. In the City, arrangements for shared use of facilities are made through the two school boards. In the rest of the County, cooperation must be worked out with the individual school principal. This means

that there is a greater degree of variation and more haphazardness in the sharing of facilities in the various municipalities in the County than there is from area to area within the City where sharing of facilities is more consistent and thorough.

Part III: FINANCING PARKS AND RECREATION FACILITIES AND PROGRAMMES

OPERATING COSTS:

The net cost of operating recreational facilities and programmes is a function of their type and of their revenue raising abilities. Facilities such as arenas may support themselves through the purchase of ice time by hockey leagues, figure skating clubs and gate receipts. Swimming pools, by contrast, are costly facilities to maintain. Pool programmes are also expensive since they are run by municipal employees rather than by volunteers; as a result, registration fees and gate receipts do not begin to cover costs. As for the various art and craft classes, judo and tennis classes, their fees cover both instructor's charges and material costs, but not overhead costs such as running the building.

Operating costs not recovered in fees must be obtained from the following sources: the local taxpayer, grants from other municipalities, and money from the provincial government.

The provincial government makes available a basic grant of \$1000 or 25%, whichever is less, of approved maintenance and operating costs of facilities each year. This is put towards the maintenance of parks and recreational facilities and/or grants to various clubs and associations.

There is also a provincial grant to cover salaries of employees of recreation programmes. The size of this grant varies according to the population of the municipality and the qualifications of the recreation employees. It is intended to cover 1/3 of the salaries of the recreation employees up to a maximum of \$5000 in a municipality with less than 25,000 people. For the City, this grant is \$11,000.

CAPITAL COSTS:

Significant sources of funds for capital expenditures are the local service clubs who have donated to municipalities parks, facilities and equipment as well as cash. Major contributions have also been made by interested individuals, particularly in the drive to build a major facility like an arena. The Province is a major source of capital for community centre projects. (This can mean a community hall, an athletic field, a swimming pool, arena or outdoor skating rink). Twenty-five per cent of costs, up to \$10,000 is available for each item listed above except for swimming pools. In the latter case, the maximum is \$15,000.

Table 51: PARKS AND RECREATION: NET LONG TERM LIABILITIES
AS OF DECEMBER 31, 1974

Windsor	\$3,453,248
Essex	49,000
Kingsville	25,000
Tecumseh	23,155
Gosfield South	25,000
Sandwich West	127,000
Tilbury North	7,768

The other municipalities did not have outstanding long term liabilities for these purposes.

Table 52: PARKS AND RECREATION EXPENDITURES, 1970-74

MUNICIPALITY	1970	1971	1972	1973	1974	% increase 1970 to 1974
Windsor	2,184,477	2,463,931	2,749,400	3,590,480	3,457,839	58.3
Amherstburg	54,081	58,699	71,368	47,307	50,511	
Belle River	14,583	21,773	12,940	7,896	19,590	
Essex	92,368	98,167	108,102	123,221	140,050	
Harrow	2,183	4,681	4,694	15,091	9,541	
Kingsville	27,441	12,394	14,585	26,497	46,214	
Leamington	52,824	70,926	67,410	64,284	151,628	
Tecumseh	29,560	31,254	33,975	33,226	34,070	
St. Clair Beach	9,147	9,900	7,744	7,194	8,194	
Total Towns and Village						62.9
Anderdon	5,000	6,257	6,650	6,000	8,043	
Colchester North	-	-	-	3,680	5,628	
Colchester South	2,183	7,066	6,388	9,579	9,561	
Gosfield North	1,257	5,656	5,923	24,742	17,760	
Gosfield South	24,407	12,069	14,075	15,220	32,530	
Maidstone	4,876	10,747	8,872	45,076	37,446	
Malden	3,301	5,310	3,847	1,869	15,504	
Mersea	7,676	9,535	12,542	38,375	11,725	
Pelee	504	11,144	722	254	293	

Table 52 (continued)

Municipality	1970	1971	1972	1973	1974	% increase 1970-74
Rochester	3,967	1,396	1,635	11,399	2,340	
Sandwich South	2,763	4,106	5,553	8,871	11,283	
Sandwich West	96,985	53,636	94,311	156,386	127,757	
Tilbury North	1,017	2,650	2,986	4,337	9,298	
Tilbury West	2,567	2,594	1,492	511	1,513	
Total Townships						85.7
TOTAL						60.4

One must be very cautious and avoid comparing expenditure figures in parks and recreation among municipalities since all municipalities do not use the same basis in determining municipal costs. Some deduct gate receipts and/or grants prior to the figure which appears under expenditures in schedule 1-3 of the Auditors Report and Financial Statements; others do not.



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